DOCUMENT RESUME

ED 313 510 CE 053 591

TITLE	The HSRC/NTB Investigation into Skills Training in the RSA. HSRC Education Research Programme No. 14.
INSTITUTION	Human Sciences Research Council, Pretoria (South Africa).
REPORT NO	ISBN-0-7969-0747-1
PUB DATE	89
NCTE	481p.; Document contains small type.
PUB TYPE	Reports - Research/Technical (143) -- Books (010)
EDRS PRICE	MF02 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Adult Vocational Education; *Agricultural Education; Foreign Countries; *Industrial Training; Job Skills; *Job Training; *Labor Force Development; Skill Development; Small Businesses
IDENTIFIERS	*South Africa

ABSTRACT

This document reports a study designed to identify the factors that facilitate or impede training in South Africa, based on data collected in interviews and by a questionnaire mailed to 4,500 employers (from whom 659 usable responses were received). The study was conducted by the Human Sciences Research Council/National Training Board (HSRC/NIB). Chapter 1 describes the study's background and methodology. Chapter 2 examines the role of the state in the development of skills training, covering the development of labor legislation from 1850. Chapter 3 reports seven factors influencing skills training in agriculture, forestry, and fishing. Chapter 4 classifies the various industrial sectors, reports on their contributions to the gross national product, and describes trends regarding training in these sectors. Chapter 5 describes how unemployed persons and others seeking jobs are trained. Chapter 6 examines the training needs of small businesses. Chapter 7 reports on factors that facilitate or inhibit skills training. Chapter 8 considers the costs, benefits, and financing of skills training. Chapter 9 examines research into the structures for skills training, noting that the research covered three areas, namely: (1) the philosophy underlying the necessity for structures for optimizing training; (2) a comparative study of structures in other countries; and (3) an analysis of the present structures and their influence on skills in South Africa. Finally, chapter 10 offers recommendations based on the research. Six appendices contain training matrices, a list of rebate courses, a field worker's manual for small enterprises, a copy of the initial questionnaire sent to employers, a questionnaire on the structures for skills training, and International Labour Organisation Recommendation No. 150 concerning vocational guidance and training in the development of human resources. (CML)

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HSRC Education Research Programme No. 14

The HSRC/NTB Investigation into skills training in the RSA

Pretoria
Human Sciences Research Council
1989

The HSRC Education Research Programme is organisationally and administratively linked to the Institute for Educational Research of the Human Sciences Research Council.

Cover designed by Lynette Hearne

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Price
(GST excluded)

ISBN 0 7969 0747 1

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Printed and published by the HSRC
134 Pretorius Street
Pretoria

TO: THE CHAIRMAN OF THE NATIONAL TRAINING BOARD

Dear Dr Eksteen

I hereby take pleasure in submitting the report of the Work Committee: Skills training in the RSA which, at the request of the National Training Board, was prepared for the Main Committee of the HSRC Education Research Programme.

The Main Committee of the HSRC Education Research Programme, chaired by Prof. J.P. de Lange, approved the report at its meeting on 24 February 1989. The HSRC as well as the Main Committee subscribes to the findings and recommendations contained in the report.

The recommendations are included as a final chapter to the report.

J.G. Garbers

J.G. GARBERS
PRESIDENT
HUMAN SCIENCES RESEARCH COUNCIL

TO THE CHAIRMAN OF THE MAIN COMMITTEE OF THE HSRC EDUCATION RESEARCH PROGRAMME

THE HSRC/NTB INVESTIGATION INTO SKILLS TRAINING IN THE RSA

The Work Committee: Skills Training in the RSA hereby submits its report which is based on the research and deliberations of seven project committees as detailed in the first part of the report.

We, the undersigned, trust that this report will be of value and that it will make a contribution to improving skills training and the economy of the RSA.

Dr A. Pittendrigh (Chairman)

Dr S.W.H. Engelbrecht SWH Engelbrecht

Dr F.R.L.N. Eksteen

Mr N.T. Baxter

Dr J.H. Beukes

Mr G.B. Blain

Mr T.P. Botha

Mr H.R. Corbett

Mr L.E. Davis

Mr F. Dlamini

Mr D.B. Gaynor

Dr G.D. Haasbroek

Mr J. Herdman

Dr R.S. Loubser	RSLoubser.
Mr A.G. Matthews	
Mr N. Olls	N Olls
Mr B.F.P. Oosthuizen	
Mr P. Riches	P Riches
Mr M.W. Rushton	
Prof. F.G. Steyn	F.G. Steyn
Mr J.R. Tyres	
Mr B.J. van der Merwe	
Mr L. van der Walt	
Mr M.C. van Niekerk	
Mr D. Weston	
Mr J.W. Gous	JWGous
Mr A.S. van Rooyen	AS vanRooyen
Mrs A. Vermaak	AVermaak

19 April 1989

PREFACE

The HSRC/NTB Investigation into the Training of Artisans in the RSA which was completed in 1984, left many aspects of skills training untouched while artisans, although important, represent only a small section of the total labour force. It became quite obvious that a much more extensive investigation was necessary if all aspects of training were to be prepared to meet the challenges of providing a supply of manpower for the twenty-first century and also to address the problems of burgeoning population growth and the concomitant unemployment, particularly among the black section of our population. As a consequence the previous investigation may be considered as having been a pilot study for this Investigation into Skills Training in the RSA.

Skills training was described by the work committee as any training which would improve the effectiveness of the person trained in performing his work and thus the scope of the investigation became wide enough to cover conceptual as well as manipulative skills. This, coupled with the fact that all sectors of commerce and industry as well as agriculture had to be included, vastly extended the scope of the investigation. This in turn meant that it was necessary to maintain the research at a macro-level so as to ensure that the investigation did not become bogged down in a mass of finer detail which would be impossible to process. I believe that this has in fact enabled the results of the research to be more valuable and the recommendations much more concentrated.

In forming the main work committee and the seven project committees, every effort was made to involve employers' organisations, trade unions, training boards, training organisations, training committees and every economic sector possible. In this way 28 persons were appointed to the work committee and a further 43 persons and 14 researchers became involved in project committee work.

An executive summary of the report and its findings has been provided which gives a concise overview of the report and consequently I have no need to enlarge on this. I would, however, like to stress that this work has highlighted the need for the establishment of a national manpower policy and a strategy for and the periodic determination of national manpower development priorities. Without these the total manpower development could become rudderless, unco-ordinated training efforts could become dissipated and the RSA could fail to achieve its economic potential. A further important aspect which clearly emerged during the investigation was that a concerted effort by all interested parties is necessary to develop through effective training, the informal and the small business sector. Responses regarding the present tax concessions for training indicated very clearly that these have served their purpose in the initial stimulation of training and that they should now be discontinued. On the other hand it was clear that expectations regarding cash grants for training have been raised and serious repercussions would emerge if these were not introduced as the tax concessions are phased out.

I would like to thank all those persons and organisations who so willingly participated in this investigation and once again unstintingly gave me their encouragement, assistance and support. Without their help we could never have completed our work and produced such compact recommendations within the short time available. I am convinced that if prompt attention can be given to this report and its recommendations, great advances can be made in skills training in the RSA, which should play a major role in the development of our manpower, productivity and the economy of our country.

Dr A. Pittendrigh
Chairman

EXECUTIVE SUMMARY

HSRC/NTB INVESTIGATION INTO SKILLS TRAINING IN THE RSA

1. INTRODUCTION

Trained manpower is of crucial importance to the development of the economy of a country. Therefore the National Training Board (NTB), which is inter alia concerned with the promotion and co-ordination of training, decided to investigate skills training in the RSA in co-operation with the Human Sciences Research Council (HSRC). The aim of the investigation was to identify the factors which facilitate or inhibit training in order to make recommendations for improving and extending skills training in the interests of the economy, job creation and productivity.

This investigation was a direct result of the previous investigation which the NTB and the HSRC undertook in 1984, during which the emphasis was placed on artisan training only. Consequently, training in a designated trade was not included in the present investigation. Another type of training which has also been excluded is the training presented at formal education institutions as well as training leading to certification and registration with a view to practising a profession.

For the purposes of this investigation, skills training was considered to be any training which improves a person's ability to do a job. Intellectual as well as manipulative skills at all levels were therefore included.

2. MANDATE TO THE HSRC

From recommendations arising from the HSRC/NTB investigation into artisan training in the RSA, as well as from comments received from interested parties, it was clear that there was a need for an investigation which focused on the total spectrum of skills training, that is from training in basic manipulative skills up to and including management training.

In view of the experience gained during the investigation into artisan training, the NTB invited the HSRC during July 1986 to consider undertaking this project. The NTB also proposed that

Dr A. Pittendrigh be considered as chairman of the work committee (WC) which would be responsible for the compilation of the main report. During August 1986 the HSRC undertook to launch the investigation and immediately proceeded to appoint Dr Pittendrigh as chairman of the WC and it was also decided to follow the same research model as that used in the investigation into artisan training.

3. THE WORK COMMITTEE

In the composition of the WC an attempt was made to represent all industrial sectors although every member was expected to take part in the functions of the WC in his personal capacity.

Members of the WC:

Dr A. Pittendrigh	Chairman of the investigation
Dr S.W.H. Engelbrecht	Executive Director, Institute for Educational Research, HSRC
Dr F.R.L.N. Eksteen	Chairman, National Training Board
Mr N.T. Baxter	Director, Road Transport Industry Training Board
Dr J.H. Beukes	Executive Director, Institute for Labour Economics Research, HSRC
Mr G.B. Blain	Group Training Controller, First National Bank
Mr H.R. Corbett	Education Liaison Officer, Information Centre of the Chemical Industry
Mr L.E. Davis	Executive Director, Building Industries Federation (South Africa)

Mr F. Dlamini	Manager, Human Resources Development, Beacon Sweets and Chocolates
Mr D.B. Gaynor	General Manager, Education Services, Chamber of Mines
Dr G.D. Haasbroek	Director, National Training Board
Mr J.R. Harker	Manager, Group Manpower Development, the Frame Group of Companies
Mr J. Herdman	President, SA Motor Industry Employers' Association
Dr R.S. Loubser	Professional Engineer
Mr A.G. Matthews	Executive Consultant, Hotel and Catering Industry Training Council
Dr L. Mvubelo	General Secretary, National Union of Garment Workers
Mr P. Naidu	Regional Training Manager, Furniture Industry Training Board
Mr N. Olls	Chief Director, Bloemfontein Group Training Centre
Mr B.F.P. Oosthuizen	Assistant General Secretary, SA Boilermakers Union
Mr M.W. Rushton	Chairman, Witwatersrand and Sasolburg Regional Training Committee, NTB
Prof. F.G. Steyn	Department of Economics, University of Pretoria

Mr B.J. van der Merwe	Chief Director, Signals and Telecommunication, SA Transport Services
Mr L. van der Walt	Planning Adviser, SABC
Mr M.C. van Niekerk	Training Manager, SA Agricultural Union
Mr D. Weston	General Manager, Timber Industry Manpower Services
Dr I. van der Stoep	Co-ordinator, HSRC
Mr J.W. Gous	Co-ordinator, NTB
Mr A.S. van Rooyen	Co-ordinator, NTB
Mrs A. Vermaak	Secretary, HSRC

During the course of the investigation Mr P. Naidu was replaced by Mr J.R. Tyers, Director of the Furniture Industry Training Board, Dr Mvubelo by Mr P. Riches, Director of the Clothing Industry Training Board, while Mr Harker was replaced by Mr T.P. Botha, Group Personnel Manager of the Frame Group of Companies.

The WC met on seven occasions and approved the main report on 23 February 1989.

4. RESEARCH METHODOLOGY

A questionnaire was sent to 5 000 registered employers in order to gauge the problems experienced with skills training. Subsequently the investigation was structured into various subprojects in order to ensure that the full spectrum of skills training would be covered. The WC then appointed one or more researchers to each subproject as well as a project committee to evaluate the work of the researchers and to provide guidance and advice. The reports arising from the various subprojects were then each condensed as a chapter in the main report on which recommendations were based.

The following subprojects were identified:

(1) The present position of skills training in each of the individual industry sectors

Researcher:	Dr G. Cilliers	HSRC

(2) The present position of skills training in agriculture, forestry and fishing

Researcher:	Dr L. Pienaar	HSRC

(3) The present position of skills training of the workseeker and the unemployed

Researcher:	Mr W.F. Pienaar	HSRC

(4) The costs, benefits and financing of skills training

Researchers:	Mr E.T. Basson	University of Pretoria
	Prof. G.L. de Wet	University of Pretoria
	Mr C. Harmse	University of Pretoria
	Mr B.G. Rousseau	University of Pretoria
	Prof. N.J. Schoeman	University of Pretoria
	Prof. F.G. Steyn	University of Pretoria
	Mr J.H. van Heerden	University of Pretoria

(5) Factors facilitating or inhibiting skills training

Researcher:	Dr D.L. Hattingh	HSRC

(6) The structures for skills training

Researchers:	Prof. L.P. Calitz	University of Pretoria
	Dr A. Maree	UNISA
	Mr B. Parkin	Development and Training Fund for the Electrical Contractors Industry
	Dr C. van Wyk	UNISA

(7) Skills training for small business development including the informal sector

Researcher: Dr R. Hirschowitz HSRC

5. SALIENT POINTS ON EACH OF THE CHAPTERS IN THE MAIN REPORT

5.1 CHAPTER 1: BACKGROUND TO THE INVESTIGATION INTO SKILLS TRAINING IN THE RSA

Aspects such as the motivation for the project, the research request, the research method, description of terminology as well as the members of the WC and project committees are detailed in this chapter.

5.2 CHAPTER 2: THE ROLE OF THE STATE IN THE DEVELOPMENT OF SKILLS TRAINING IN THE RSA

In this chapter full coverage is given to the development of labour legislation from 1850 and how amendments and the promulgation of the new legislation were frequently intended, not only to create sounder labour relations, but also to obviate labour problems associated with manpower training. Mention is also made of the influence of the Wiehahn and Riekert Commissions during the early eighties, on labour legislation, which had far-reaching effects on the industrial scene in the RSA.

An in-depth study was also made of the various ways in which skills training is promoted by the present Manpower Training Act, 1981, as well as by the Labour Relations Act, 1956.

Other aspects which are dealt with are state financial incentives to employers who train their employees by means of approved programmes as well as training schemes for workseekers and the unemployed controlled by the Department of Manpower.

This chapter closes with a reference to the Training Board for Local Government Bodies instituted under the Local Government Training Act, 1985, for the purpose of promoting the training of personnel employed by local government bodies.

5.3 CHAPTER 3: THE PRESENT POSITION OF SKILLS TRAINING IN AGRICULTURE, FORESTRY AND FISHING

The strategic importance of agriculture to the economy of the RSA is stressed and the diversity of agriculture, forestry and fishing is illustrated by means of production statistics.

Subsequently seven factors influencing skills training in agriculture are highlighted and reported on. Five target groups in agriculture are identified so as to consider their training needs. These target groups are the farmer, the farm labourer, staff of agricultural co-operatives, directors of agricultural co-operatives and staff employed by agricultural marketing boards.

Reference is also made to the existing training facilities and the extent to which each has contributed to training in agriculture. The role of the South African Agricultural Union (SAAU) is described briefly, as well as its efforts at co-ordinating, activating, evaluating and as far as possible, standardising education, training and development in agriculture.

The following are some of the findings from the research:

(1) Skills training in agriculture is offered by a great variety of organisations with a wide range of aims, course content and standards. Consequently it is unco-ordinated and fragmented, with a lack of uniform standards, certification and recognition of completed training.

(2) There is a lack of appreciation by farmers of the value of skills training and consequently they are not always motivated to ensure that their farm labourers are properly trained.

(3) There is a need for the training and certification of staff employed by co-operatives and control boards.

5.4 CHAPTER 4: THE PRESENT POSITION OF SKILLS TRAINING IN THE VARIOUS INDUSTRY SECTORS

The previous chapter focused on the agricultural sector, and in this chapter the present position of skills training in the rest of the industrial sectors is analysed.

The chapter gives a classification of the various industrial sectors as well as a breakdown of the contribution made by each to the gross national product (GNP). Other statistics supplied are the employment figures for 1987 as well as the labour productivity index per sector for the period 1977-1987.

Mention is also made of the industrial council system which originated in 1924 to serve as a forum for employers' and employees' negotiations on industrial agreements which, after publication in the Government Gazette, are binding on both parties. In this way for example, training funds were established by means of industrial council agreements in order to finance training.

In order to determine the state of training, the researcher interviewed people in different industries with the aid of a matrix by means of which the information obtained could be classified. The compilation and application of the matrix is fully described in the main report. The information obtained in this way gave an indication of the following trends:

(1) Most of the large undertakings have a dynamic manpower development policy based on sound principles and continuous research.

(2) Cognitive, communication, human and management skills do not always come into their own in the training process.

(3) The follow-up and evaluation of training leave much to be desired.

(4) There is an extensive shortage of qualified trainers.

5.5 CHAPTER 5: THE PRESENT POSITION OF SKILLS TRAINING OF THE WORK SEEKER AND THE UNEMPLOYED

The chapter begins with a description of structural and cyclical unemployment as well as unemployment statistics. These are followed by reference to the various training schemes instituted for workseekers and the unemployed which operate under the Department of Manpower.

Training of the unemployed is privatised and is undertaken on a contract basis by individuals, group and industrial training centres. The Department of Manpower uses a series of criteria in order to select these contractors. These criteria, as well as the procedures followed by the department when awarding contracts, are set out in detail in the main report.

An account is also given of the training courses offered to the unemployed as well as the number of persons trained under this scheme. Figures on the placement of trainees are also given.

The establishment of group training centres, the nature of the training given by them, special projects launched by group training centres, as well as statistics on the number of persons trained, are set out in detail.

As part of the research into the training of the unemployed, the researcher visited group training centres as well as private contractors in order to identify problems as well as positive aspects of this training. Some of the findings are the following:

(1) There is a great need to train unemployed persons in

job literacy;
basic management literacy;
basic entrepreneurship, and
cultural bridging from a traditional to an industrial culture.

(2) If trainees are not placed in jobs shortly after completing a course, then erosion of the newly acquired skills soon takes place.

(3) There is a need for a variation in the costs as well as the duration and content of courses in order to equip the unemployed with marketable skills.

5.6 CHAPTER 6: SKILLS TRAINING FOR SMALL BUSINESS DEVELOPMENT INCLUDING THE INFORMAL SECTOR

In the introduction it is shown that the economy of the RSA is not capable of creating enough job opportunities needed for total employment. It is anticipated that many of the new work-seekers will need to find a future in the labour intensive medium and small businesses as well as in the informal sector. Against this background, this chapter examines the training needs of small businessmen, particularly in the informal sector which has a high potential for job creation.

Reference is made to the initiatives of the state in privatisation and deregulation in order to stimulate small business development in the informal sector.

The research reported on in this chapter concentrated on small business owners in the formal and informal sectors with a view to establishing which skills were needed for the running of their undertakings, as well as to obtain their opinions on the role that skills training could play in equipping the small businessman to run his business more efficiently. In order to do this, case studies of small business entrepreneurs were undertaken.

The opinions of trainers and consultants involved in small business development were also obtained. From this study the following findings were arrived at:

(1) Small business undertakings in the formal as well as the informal sectors have the potential to create job opportunities. Effective training is needed in order to ensure that such undertakings are run efficiently.

(2) Entrepreneurship is not an ability which a person has or does not have, but it is a manifestation of inherent entrepreneurial behaviour which is located on a continuum between these two states.

(3) Individual guidance has been found to be a more effective method of training than classroom instruction.

(4) The need exists for a co-ordinating body for training for small business development.

5.7 CHAPTER 7: FACTORS FACILITATING OR INHIBITING SKILLS TRAINING

The rationale behind this chapter was to identify factors that have a positive or a negative influence on training. The employer is able to optimise the return on his investment in training with this information at his disposal.

The factors identified during this research were divided into three main categories, namely external, internal and those factors directly connected with training. With this in mind, a questionnaire was drafted and sent to a large variety of undertakings in which they were asked to indicate to what extent they agreed that a specific factor actually exercised an influence on training.

Some of the findings arising from this research are the following:

(1) The responsibility for skills training lies with the state, the employer and the trainee.

(2) The employer should consider training as an investment in human capital.

(3) Piracy of staff by companies who do not themselves undertake training does not generally benefit training and is, by its very nature, inflationary.

(4) A positive attitude by top management towards training is conducive to the establishment of a good training culture within an organisation.

(5) Effective selection testing, including trainability tests assists in the appropriateness and cost-effectiveness of training.

(6) The evaluation of training in terms of improved job performance is not given the attention it deserves.

(7) Modular competency-based training systems have many advantages and ensure that the training is presented on a well-structured basis.

(8) Certification serves as a strong motivation for an employee to undergo training, especially where the certificate is of a national character.

5.8 CHAPTER 8: THE COSTS, BENEFITS AND FINANCING OF SKILLS TRAINING

Any study of skills training would be incomplete if it did not consider the economic aspects of training. It is particularly important that during downswings, economic considerations of the allocation of scarce resources to certain training initiatives must be carefully weighed up by the state, industry and employers. Against this background attention is given in this chapter to the structure of training costs, the measuring and evaluation of training benefits, as well as the financing of training.

The factors influencing the financing of skills training are analysed with much insight by the researchers in referring to the interaction between the labour and training opportunity markets. The interdependence of the two markets shows the various factors that must be considered by each of the aforementioned with regard to the extent, nature and source of the financing of training, taking into account that the financing of training represents an investment in human capital.

The role of the state in the financing of training is set out in broad outline. It is argued that the state also has a direct interest in well-trained manpower because of the positive influence which this has on economic growth and social stability as well as higher earning capacity and the more equitable distribution of income which it brings about. The researchers also give a summary of the different forms of state financing, as well as the factors which should be considered in the subsidisation of training, such as the different training levels, social stability, the balance between trained and untrained labour in the economy as well as short and long term manpower needs.

The chapter closes with a short reference to the direct and indirect contribution of the employer as well as the employee to the financing of training.

The following are some of the findings arising from the research:

(1) Most trainers have a general lack of cost awareness which leads to a communication gap between trainers and top management, as the cost effectiveness of training is not clearly stated.

(2) The private sector is aware that, apart from the contribution by the state, it also has a responsibility to finance training.

(3) The state is aware of the important social advantages of skills training, which is confirmed by the actual support for training which it already provides.

5.9 CHAPTER 9: THE STRUCTURES FOR SKILLS TRAINING

The research into the structures for skills training basically covered three areas, namely:

(1) The philosophy underlying the necessity for structures for optimising training;

(2) a comparative study of structures in overseas countries; and

(3) an analysis of the present structures and their influence on skills in the RSA.

Regarding the analysis of the present structures in the RSA, structured interviews were held with representatives of training boards, as well as employers from the private sector and from state and semi-state institutions.

The following are some findings which arose from this investigation:

(1) Although privatisation and deregulation contribute positively towards training, it is clear that the role of the state in stimulating and promoting training is still essential.

(2) The most important characteristics of effective structures lie in their simplicity, flexibility and quick decision making. The creation of a bureaucracy is one of the greatest inhibiting factors.

(3) The principle of voluntarism in training is important. A healthy balance between voluntary participation within a structure and prescription in order to obviate factors inhibiting training, is essential.

5.10 CHAPTER 10: RECOMMENDATIONS

The final chapter contains the recommendations of the work committee, based on the research which was undertaken.

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CHAPTER 1

BACKGROUND TO THE INVESTIGATION INTO SKILLS TRAINING IN THE RSA

Chapters 1 and 2 provide a background to the Investigation into Skills Training in the RSA, while subsequent chapters deal with research into specific aspects of skills training and resulting findings and recommendations. The ensuing recommendations are listed in the final chapter for purposes of easy reference.

In providing the background material, it was considered necessary to detail how the investigation was structured and conducted, explain terminology used in various chapters of the report in order to eliminate ambiguity of meaning and to describe the development of skills training up to the time of the investigation.

1.1 THE REQUEST FOR THE INVESTIGATION

In July 1986 the National Training Board (NTB) directed a letter to the Human Sciences Research Council (HSRC) regarding a possible HSRC/NTB Investigation into Skills Training - Technical and Non-technical. They stated that arising out of the HSRC/NTB Investigation into the Training of Artisans in the RSA, and in view of representations and recommendations made by interested parties, it had become clear that there was a need for a similar investigation into all aspects of skills training which had not been covered by the previous investigation. They also requested that, if such an investigation was supported by the HSRC, Dr A. Pittendrigh, who had been the chairman of the Artisans Training Investigation, be appointed as leader of the new investigation. In August 1986 the HSRC stated that, as the Skills Training Investigation was seen as a follow-up to the Artisan Training Investigation, they agreed to conduct it, and agreed to the appointment of the chairman suggested by the NTB. The HSRC then appointed Dr A. Pittendrigh as leader of the investigation and proposed that a research model similar to that of the previous investigation be used.

Discussions then took place between the HSRC and the NTB on the scope of the investigation, the appointment of a work committee (WC) for the investigation and the need to involve all the economic sectors of commerce and industry, including agriculture, as well as employers' organisations, employees' organisations and training institutions in the work of the work committee and any project committees (PC) which might be appointed. During these discussions it was decided that a questionnaire on skills training, drawing on the expertise of the regional training committees of the National Training Board, should be designed. It was also decided that the questionnaires would not be sent out to employers and that the work committee would not proceed with its work until the government White Paper on the Joint Report of the Human Sciences Research Council and the National Training Board on the Investigation into the Training of Artisans in the RSA had been published, as it was envisaged that the implementation of this White Paper would bring about changes in skills training. The White Paper was published on 11 February 1987.

A circular was drafted by the Natal Regional Training Committee and was sent out by the Chairman of the National Training Board to the ten regional training committees on 14 November 1987. From the comments received a draft questionnaire for employers was compiled by a committee consisting of the chairman and representatives of the HSRC and the NTB. This questionnaire was discussed at the first meeting of the work committee.

1.2 THE WORK COMMITTEE

The following work committee was appointed by the HSRC as a result of discussions with representatives of the NTB. It should be noted that although members were appointed because of their particular interests, they were all appointed in their personal capacities:

Dr A. Pittendrigh	Chairman of the Investigation
Dr S.W.H. Engelbrecht	Executive Director, Institute for Educational Research, HSRC
Dr F.R.L.N. Eksteen	Chairman, National Training Board
Mr N.T. Baxter	Director, Road Transport Industry Training Board
Dr J.H. Beukes	Executive Director, Institute for Labour Economics Research, HSRC
Mr G.B. Blain	Group Training Controller, First National Bank
Mr H.R. Corbett	Education Liaison Officer, Information

	Centre of the Chemical Industry
Mr L.E. Davis	Executive Director, Building Industries Federation (South Africa)
Mr F. Dlamini	Manager, Human Resources Development, Beacon Sweets and Chocolates
Mr D.B. Gaynor	General Manager, Education Services, Chamber of Mines
Dr G.D. Haasbroek	Director, National Training Board
Mr J.R. Harker	Manager, Group Manpower Development, the Frame Group of Companies
Mr J. Herdman	President, SA Motor Industry Employers' Association
Dr R.S. Loubser	Professional Engineer
Mr A.G. Matthews	Executive Consultant, Hotel and Catering Industry Training Council
Dr L. Mvubelo	General Secretary, National Union of Garment Workers
Mr P. Naidu	Regional Training Manager, Furniture Industry Training Board
Mr N. Olls	Chief Director, Bloemfontein Group Training Centre
Mr B.F.P. Oosthuizen	Assistant General Secretary, SA Boilermakers Union

Mr M.W. Rushton	Chairman, Witwatersrand and Sasolburg Regional Training Committee, NTB
Prof. F.G. Steyn	Department of Economics University of Pretoria
Mr B.J. van der Merwe	Chief Director, Signals and Telecommunication, SA Transport Services
Mr L. van der Walt	Planning Adviser, SABC
Mr M.C. van Niekerk	Training Manager, SA Agricultural Union
Mr D. Weston	General Manager, Timber Industry Manpower Services
Dr I. van der Stoep	Co-ordinator, HSRC
Mr J.W. Gous	Co-ordinator, NTB
Mr A.S. van Rooyen	Co-ordinator, NTB
Mrs A. Vermaak	Secretary, HSRC

In setting up the PCs a number of trade unions were approached to serve on committees but for understandable reasons they declined. After the commencement of the investigation an amalgamation of the Garment Workers and the Textile Workers Unions took place to form the Amalgamated Clothing and Textile Workers Union and Dr L. Mvubelo retired; consequently Mr P. Riches, Director of the Clothing Industry Training Board (CITB) was appointed in her place. Mr P. Naidu left the Furniture Industry and his place was taken by Mr J.R. Tyers, the Director of the Furniture Industry Training Board while Mr J.R. Harker left the Frame Group and his place was taken by Mr T.P. Botha, Frame Group Personnel Manager. Dr I. van der Stoep resigned from the HSRC with effect from 1 January 1989. The work committee held seven meetings and finalised its report on 23 February 1989.

1.3 ESTABLISHING THE RESEARCH PROGRAMME

At the first meeting of the WC held on 22 May 1987 the draft questionnaire was considered in detail and a further draft was produced. This was then tested by four members of the WC in their organisations and further adjustments were made, thus producing the questionnaire in its final form. At this stage it was decided that the questionnaire was not suitable for use in the agricultural sector and if necessary separate questionnaires would be designed. It was decided that the final questionnaire would be sent out to a 4 % random sample of all registered employers in the RSA, excluding agriculture, which resulted in a list of 5 000 addresses which was considered by the HSRC as a manageable size. Much difficulty was experienced in obtaining a reliable list of employers to be used for sampling purposes and this led to a considerable delay in the distribution of the questionnaires. They were eventually dispatched bearing a return date of 30 September 1987.

It had been intended to use the data obtained from the questionnaire to formulate the present problems affecting skills training in order to draft a suitable research programme. The responses to the questionnaire were, however, most unsatisfactory and although every effort was made by the WC members to follow up the questionnaires sent out, eventually fewer than 1 000 were returned. As this resulted in a very small sampling in some of the 28 economic sectors it was decided to make the results of the responses available to all research workers and to formulate the research programme drawing on the combined experience of the WC members. This was done at the second and third meetings of the WC and at the third meeting held in November 1987, the committee finalised the structure of the investigation and report. This resulted in seven project committees (PC) being agreed on and it was reaffirmed that in setting up these committees it was essential that each of the 28 economic sectors should become involved. The WC then nominated representatives from these sectors. The project committees are listed below:

PC1 The present position of skills training in each of the individual industry sectors.

Chairman	Mr M. Rushton	WC member
Members	Mr H.R. Corbett	WC member
	Mr D.B. Gaynor	WC member
	Mr J. Herdman	WC member

	Mr A. Grimble	Metal and Engineering
	Mr R. Hacquebord	Jewellery Manufacture
	Mr A. McKay	Quarrying
	Mr J. Moore	Food Services
	Mr J. Nothling	Road Transport
	Mr J.H. van Huyssteen	Motor Industry
Researcher	Dr G. Cilliers	HSRC
Secretary	Mrs A. Vermaak	HSRC

PC2 The present position of skills training in agriculture, forestry and fishing.

Chairman	Mr M.C. van Niekerk	WC member
Members	Dr J.H. Beukes	WC member
	Mr D. Weston	WC member
	Mr A. Duvenage	Personnel Research
	Mr H. Moore	Sugar Agriculture
	Mr L. le Roux	Department of Agriculture
	Mr P. Venter	Agricultural Co-operatives
	Dr S. Venter	Productivity
	Mr P.S. Vercueil	Farming
	Mr P. van Zyl	Rural Foundation
Researcher	Dr L. Pienaar	HSRC
Secretary	Mrs A. Vermaak	HSRC

PC3 The present position of skills training of the workseeker and the unemployed.

Chairman	Mr N. Olls	WC member
Members	Mr P. Riches	WC member
	Mr B.F.P. Oosthuizen	WC member

	Mr A.G. Matthews	Chairman PC7
	Mr C.J. Brink	Building Industry
	Mr D. Kosel	Gas Exploitation
	Mr L.C. Scheepers	Electronics Union
	Mr A. Schutte	Chemical/Pharmaceuticals
	Mr R.W.C. van Graan	Industrial Ceramics
Researcher	Mr W.F. Pienaar	HSRC
Secretary	Mr J.W. Gous	NTB

PC4 The costs, benefits and financing of skills training.

Chairman	Prof. F.G. Steyn	WC member
Members	Mr L.E. Davis	WC member
	Mr R.F. Crowther	Printing and Publishing
	Mr F. Ingarfield	Business Services
	Miss A. Knoetze	Electrical/Electronics
	Mr C.J. Meintjes	Banking
	Mr M.A.P. Stonier	Wholesale/Retail
	Mr A. Viljoen	Commission for Administration
	Mr J.A. Vorster	Building Industry
Researchers	Mr E.T. Basson	University of Pretoria
	Prof. G.L. de Wet	University of Pretoria
	Mr C. Harmse	University of Pretoria
	Mr B.G. Rousseau	University of Pretoria
	Prof. N.J. Schoeman	University of Pretoria
	Prof. F.G. Steyn	University of Pretoria
	Mr J.H. van Heerden	University of Pretoria
Secretary	Mr A.S. van Rooyen	NTB

PC5 Factors facilitating or inhibiting skills training.

Chairman	Mr G. Blain	WC member

Members	Mr N.T. Baxter	WC member
	Mr T.P. Botha	WC member
	R.A.A. Gombert	Communication
	Mr J.R. Harker	Chemical
	Mrs P. Moloney	Printing and Publishing
	Mr J.R.F. Pemberthy	Chemical/Petroleum
	Mr A.N. van der Merwe	Communications
	Mr J. Venter	Gas Industry
Researcher	Dr D.L. Hattingh	HSRC
Secretary	Mr A.S. van Rooyen	NTB

PC6 The structures for skills training.

Chairman	Mr J. Tyers	WC member
Members	Dr R.S. Loubser	WC member
	Mr B.J. van der Merwe	WC member
	Mr B. Angus	Engineering
	Mr W.H. Barker	Glass Manufacture
	Mr L.N. Bentley	Technical Colleges
	Mr E. Ferreira	Steel Manufacture
	Mrs J.C. Lopes	Engineering
	Mr P. Naidu	Banking
	Mr T.R.A. Oliphant	Electrical Union
	Mr B. Parkin	Electrical Construction
	Dr H.J.P. van der Westhuizen	Local Authorities
	Dr R. Verster	Electricity Generation
Researchers	Prof. L. Calitz	University of Pretoria
	Dr A. Maree	UNISA
	Mr B. Parkin	Development and Training Fund for the Electrical Construction Industry
	Dr C. van Wyk	UNISA

Secretary	Mr W.F. Pienaar	HSRC

PC7 Skills training for small business development including the informal sector.

Chairman	Mr A.G. Matthews	WC member
Members	Mr F. Dlamini	WC member
	Mr L. van der Walt	WC member
	Mr N. Olls	Chairman PC3
	Mr R. Beech	Building
	Mr J. Bredenkamp	Gas Production
	Mr I. Clark	Business Development
	Mr C. Dormehl	Hairdressing
	Mr D. Macdonald	Civil Engineering
	Mr M. Smuts	Small Business Development
Researcher	Dr R. Hirschowitz	HSRC
Secretary	Mr J.W. Gous	NTB

In addition the following persons were ex officio members of all PCs:

Dr A. Pittendrigh	Chairman
Dr S.W.H. Engelbrecht	HSRC
Dr F.R.L.N. Eksteen	NTB
Dr G.D. Haasbroek	NTB
Dr I. van der Stoep	Co-ordinator HSRC

1.4 THE RESEARCH

1.4.1 Formulation of the research programme and projects

Once all the PCs were appointed a series of meetings was held at which the total programme and the work of each PC was discussed. From the combined experience and discussions which took place between the members of these committees, numbering over 90, the objectives of the investigation and of each PC were finally formulated.

The overall objective of the investigation was formulated as follows:

To investigate skills training in the RSA in order to determine the factors which facilitate and inhibit training so that recommendations may be made on how skills training may be improved and extended in the best interests of the economy, greater employment and an improvement in productivity.

This statement in turn calls for a definition of skills training which was then defined as follows:

Skills training is any training which improves the effectiveness of the trainee in performing his work. This includes manipulative as well as intellectual skills at all levels. For the purpose of this investigation any training taking place in the formal educational system is excluded as well as any formal training in the recognised professions leading to certification or registration in the profession. As an investigation into the training of artisans in the RSA had taken place recently all training in a "designated" trade was also excluded from this investigation.

Other explanations of terms are included at the end of this chapter.

1.4.2 The research method

Once the research project had been formulated and the research workers were appointed, regular meetings of the PCs were held at which the researchers were able to discuss their work and draw on the expertise of the committee members. There was general agreement that postal questionnaires were not effective and that the research workers would conduct literature surveys on their research topics as well as structured interviews with employers, training personnel, trade unions, training organisations and relevant departmental officials. Apart from literature surveys, the methods adopted by each PC are given in Table 1.1 below:

TABLE 1.1 RESEARCH METHODS OF PROJECT COMMITTEES

PC	Method
1	Draft matrix form posted to 80 organisations and only 8 forms completed. Final matrix used for interviews in 109 different organisations in 41 industries.
2	Discussions with 17 experts in agriculture and training and structured interviews with 24 farmers, 38 farm workers and 25 personnel of agricultural cooperative societies and numerous discussions with persons having knowledge of agriculture.
3	Visits to 7 group training centres and 12 of their branches, 20 private training contractors and 15 important interviews.
4	Structured interviews with 44 staff members of departments, training boards, industries and individual employers.
5	Use made of the original questionnaire of which 4 500 were sent out and 659 responses were acceptable.
6	Structured interviews conducted with 16 staff members of training boards and organisations.
7	Case studies of 80 small business entrepreneurs in the formal and informal sectors and 120 questionnaires were sent out to trainers in 25 organisations conducting small business entrepreneurial training.

Every research worker found that the time available for research combined with the very broad field of the investigation placed a severe constraint on them and consequently both they and their PC members were forced into thinking in macro terms only. Consequently in many areas it may be necessary for further in-depth research to be conducted. Once each PC had completed its work and before the WC considered the draft report of all PCs it was decided to draw on the vast experience of all persons directly involved in the investigation by giving them an opportunity to discuss the PC reports. For this purpose a one-day seminar to which all WC and PC members were invited and which was attended by 65 persons was held on 18 October 1988. At this seminar each PC chairman reported on the work, findings and proposals of his committee and these were then discussed by the whole group. Input obtained in this way was used to modify each PC report. These PC reports were then circulated among members of each PC for their acceptance before being submitted to the WC. After reaching findings resulting from their research, each PC proposed recommendations for consideration by the WC. These final PC reports were then used to produce the draft report in which the work of each PC formed a separate chapter. At the end of each such chapter the PC proposals were listed and brought together in the final chapter. After consideration by the WC the proposals were consolidated and formed the basis on which the final recommendations were made. The draft report was submitted to the WC on 20 January 1989 and was accepted at its meeting on 23 February 1989.

1.5 FINDINGS

F1.1 ALTHOUGH GREAT CARE WAS TAKEN IN THE INVESTIGATION TO REFRAIN FROM REFERRING TO THE FORMAL EDUCATIONAL SYSTEMS AS FALLING OUTSIDE THE SCOPE OF THE RESEARCH, A NUMBER OF POINTS OF CONTACT WERE FOUND BETWEEN TRAINING AND EDUCATION WHICH COULD NOT BE IGNORED.

F1.2 AS A RESULT OF THE WHITE PAPER ON THE HSRC/NTB REPORT ON THE TRAINING OF ARTISANS IN THE RSA THE NATIONAL TRAINING BOARD HAS BEEN PLACED IN THE POSITION TO LIAISE BETWEEN THE DEPARTMENT OF MANPOWER AND THE VARIOUS EDUCATION DEPARTMENTS.

1.6 PROPOSALS

P1.1 ALL REFERENCES IN FINDINGS AND PROPOSALS TO FORMAL EDUCATIONAL INSTITUTIONS AND COURSES ARE PROPOSALS SOLELY TO THE NATIONAL TRAINING BOARD FOR THEIR CONSIDERATION AND DISCUSSION WITH THE RELEVANT EDUCATION DEPARTMENT WHERE THIS IS CONSIDERED NECESSARY.

1.7 EXPLANATION OF TERMINOLOGY

1.7.1 Formal, non-formal and informal education

From the HSRC Education Report these terms are defined as follows:

Formal education is education that takes place in a planned way at recognised institutions such as schools, colleges, technikons, universities, etc.

Informal education is education that is given in situations in life that come about spontaneously, for example within the family circle, the neighbourhood and so on.

Non-formal education is education that proceeds in a planned but highly adaptable way in institutions, organisations and situations outside the spheres of formal and informal education, for example in-service training in the work situation.

The National Policy for General Education Affairs Act, 1984 (Act No. 76 of 1984) defines these same terms in the following way:

Formal education means education provided at or by a school, college, technikon or university or other educational institutions to obtain an educational degree, certificate or diploma instituted by or under any law.

Informal education means education other than education contemplated in the definition of "formal education" and "non-formal education", and includes upbringing and instruction provided or experienced spontaneously.

Non-formal education means education, other than education contemplated in the definition of "formal education" provided by any person, body of persons or institution.

As there may be confusion about which department is responsible for non-formal education it is convenient to think of it as having a number of categories. Dr J.G. Garbers in an address "In search of guidelines for formal control measures and co-ordination in the implementation of non-formal education (NFE) in a system of education provision" speaks of five categories of NFE aimed at the following:

1. Complying with learning requirements and compensatory education

2. Improving the quality of life

3. Developmental objectives

4. Reschooling of those trained in formal education

5. Manpower training and acquiring of occupational skills

He concludes that Categories 1 to 4 should be part of general education falling under the control of the school system while Category 5, also known as proficiency education or training, is given largely by employers. Consequently proficiency non-formal education should fall under the control of the Department of Manpower and the NTB.

1.7.2 Formal and informal sector

The formal sector of the economy is that sector which operates within the existing framework of acts, regulations and formal structures set up to regulate and control the sector. This includes industrial agreements, industrial councils, employers' organisations and agreements, trade unions and union agreements, safety and health regulations.

The informal sector is that part of the economy outside the formal sector consisting of entrepreneurial small private business and is typified by ease of entrance, reliance on indigenous resources and low, adapted or appropriate technology, small scale operations, labour-intensive, skills acquired outside the formal educational system, unregulated and competitive markets, difficulty in raising finances, low level of organisation, inability of the entrepreneur to regard his enterprise as an independent entity.

1.7.3 First and second logic economy

In the "first logic economy" the companies tend to become giants, capital-intensive, use state of the art technologies, are export oriented, and will not create large-scale employment opportunities.

"Second logic" companies are labour-intensive, small, use medium or low technologies, are the small business or the informal sector and create large-scale employment opportunities.

According to Sunter there should be a symbiotic relation between the first and second logic sectors and "big business must not only give financial assistance to small business development, it must positively subcontract the simpler activities as well" (SUNTER, The World and South Africa in the 199Os, 1990s:31).

1.7.4 Literacy

The report of the work committee on Languages and Language Instruction of the HSRC Education Report makes the following statements on literacy:

The concept of literacy does not imply a simple dichotomy. People are not simply literate or illiterate. Literacy can in truth be seen as a continuum stretching from preliterate to highly literate.

On the whole three general categories of literacy can be identified, namely:

Illiterates. These are the persons that are unable to read or write in any language.

Semiliterates. These persons are able to read and write in a very limited way. Because the reading and writing skills have not been permanently acquired, the semiliterate can easily revert to a state of illiteracy.

Literates. These persons have permanently acquired reading and writing skills. There are, however, different levels of proficiency among literates.

In respect of the literate category the following broad levels of proficiency can be identified:

Preliteracy. This is the first level of progress on the road to literacy. The person is beginning to acquire a knowledge of basic language and arithmetical skills which are needed to master literacy. Seen in scholastic perspective it means a functioning at about junior primary level. It is obvious that this level offers no guarantee that the basic skills are permanently established and the person can thus quite easily revert to a state of illiteracy.

Basic literacy. Where the basic skills of literacy are unstable at the pre-literacy level, the acquisition of the skills of literacy are permanent at the basic literacy level. Here there is no question of regression from the skills to a level where the person must relearn the skills. Basic literacy therefore is the level where a person can read and write a short simple communication relating to his everyday life. By definition in the HSRC Education Report general literacy is reached when a person has passed Standard Four. At this stage persons with this qualification are considered to be literate and numerate and the learning of these skills is taken to be permanent. At this level a black student is literate in his mother tongue but not yet literate in one of the "commercial" languages, i.e. English or Afrikaans.

Functional literacy has been defined by UNESCO as follows: "A person is functionally literate when he has acquired the knowledge and skills in reading and writing which enable him to engage effectively in all those activities in which literacy is normally assumed in his culture group".

Job literacy implies that the person has skills at a level which matches the readability of his work material. This could be at a very low level where the person can only recognise those written words that he needs in order to perform his work operations.

1.7.5 Skills training

Skills training is any training which improves the effectiveness of the trainee in performing his work. This includes manipulative as well as intellectual skills at all levels. For the purpose of this investigation any training taking place in the formal educational system is excluded as well as any formal training in the recognised professions leading to certification or registration in the profession. As an investigation has recently taken place into the training of artisans in the RSA all training in a "designated" trade is also excluded from this investigation.

Designated trade. Section 13 of the Manpower Training Act, 1981 (Act No. 56 of 1981) empowers the minister to designate a trade by publication of the details of the trade, the industry and area to which the trade applies and to determine the conditions for apprenticeship training in such trade after consultation with the industry concerned. Once this has been done then the conditions of Act No. 56 of 1981 on apprenticeships apply to such trade.

A designated trade means any trade designated or deemed to have been designated in terms of the provisions of Section 13 (1) or, if the Minister has defined any trade in terms of the provisions of Section 13 (1) (b), that trade as so defined, and includes any branch of the designated trade.

1.7.6 Modules and modular training

Module. A module is a complete unit of instruction. It contains an objective, resource material, self-tests and exercises and has a criterion test. Modules can be developed for physical, thinking and interactive skills.

Modular. The structuring of programme content into definable modules and the organisation of these modules into an interlocking progressive system of training in which progression to a module is based on reaching measurable criteria (competence) in all subordinate modules.

Competence. The ability to perform a task to the prescribed standard.

Competence based modular training (CBMT). A modular system that is designed, developed, implemented, controlled and evaluated in order to enable learners to achieve a defined level of competence in job-related tasks.

1.7.7 Effectiveness of training and efficiency of training

Effectiveness of training has been defined as the degree to which the training enables the trainee to carry out the skill to the prescribed standard (reach competence). This has been also termed as doing the right things in training

Efficiency is defined as the degree to which resources, opportunities and time put at the disposal of the training programme are well utilised, i.e. how quickly the trainee reaches competence and at what cost. This has also been termed as doing the things right.

1.7.8 Workseekers and unemployed

The Manpower Training Act,1981 defines the workseeker as follows:

> "The workseeker means a person over the age of fifteen years who is unemployed, is not required by law to attend school, is not a pupil or a student at an educational

institution, is not awaiting admission to an educational institution and who is seeking work."

The unemployed are defined by Central Statistical Services as persons who desire to work and who comply with all of the following requirements:

(a) Worked less than five hours during the previous seven days.
(b) Attempted to find work during the previous month.
(c) Are able to accept a position within one week.
(d) Are between the ages of 15 and 64 in the case of men and 15 and 59 in the case of women.

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CHAPTER 2

THE ROLE OF THE STATE IN THE DEVELOPMENT OF SKILLS TRAINING IN THE RSA

2.1 INTRODUCTION

2.1.1 Development of skills training prior to 1939

Prior to the discovery of diamonds and gold and the development of railway systems in South Africa, the economy was largely based on agriculture and there were few signs of industrial legislation and even less evidence of a policy on skills training. The skills that were practised at that stage were found largely in one man family businesses such as wagon making, blacksmithing, tanning and harness making. Any legislation that existed generally took the form of master and servants ordinances such as Ordinance No. 2 of 1850 in Natal and No. 15 of 1856 in the Cape of Good Hope.

As a result of the discovery of diamonds and gold and the development of the Natal, Cape and Central Government Railway systems, there was a great influx of people to South Africa. The Wiehahn Report states that 600 000 people were drawn to South Africa during 1875 and 1900. Accompanying this came a growing demand for skilled workers who were largely recruited from overseas. It was realised that skills training of the youth should take place and the lead seems to have been taken by the railways as the first classes for apprentices were started by the Natal Government Railways in Durban in 1884 and by 1902 classes were conducted by the railways at Durban, Salt River, Uitenhage, East London and Pretoria while the SA School of Mines was established at Kimberley in 1894.

Eventually a Juvenile Act was passed in 1921 to supersede the Master and Servants Acts and regulate the employment of juveniles, and the first Apprenticeship Act was passed in 1922. As the development of the apprenticeship system has been detailed in the report of the HSRC/NTB Investigation into the Training of Artisans in the RSA - 1985, it will not be repeated here.

During the First World War (1914-1918) the trade unions in the mining industry were able, due to the shortage of manpower, to negotiate favourable wage levels and at the end of the war with growing unemployment, as ex-servicemen became available to the labour market, a two-pronged attempt at reducing costs was made by mine management. On the one hand the employers wanted to obtain agreement with the unions on a wage reduction and on the other hand they attempted to use an abundant supply of black labour to replace whites and reduce wages. This led to the bloody miners' strike of 1922 which in turn resulted directly in the Industrial Conciliation Act, 1924 (Act No. 11 of 1924). This act established the basis of the industrial council system providing for a statutory industrial council, registration of trade unions and employers' organisations and, to some extent, the exclusion of black employees from industrial council agreements (Wiehahn Report, p.xxi).

In the early 1930s South Africa and the rest of the world were plunged into an economic depression of vast proportions. As people found it impossible to make a living from agriculture they tended to migrate to the towns and cities and seek employment there. This mass exodus from the land led to a growing "Poor white" and slum problem in the cities and there was an increasing tendency to create work for whites at the cost of other population groups. An example of this was the white labour policy of the SA Railways and Harbours, which created a substantial number of posts for labourers for the poor white group.

2.1.2 Developments during the Second World War (1939-1945)

When hostilities broke out in 1939 and South Africa joined the Allies, the experience of the previous war and its effect on skilled labour was brought to bear. It was considered that artisans and apprentices should remain in their occupations as far as possible, as it was thought that they were capable of making a greater contribution to the war effort by remaining in industry. It was estimated that an additional 20 000 technical personnel would be required to maintain industrial production as well as man the armed services. In November 1939 a meeting was called between the Department of Labour, the defence authorities and nine technical colleges and it was agreed to set up a Central Organisation of Technical Training (COTT) which would use the facilities of the technical colleges in order to train artisans for the armed services and for munitions work. By June 1940 facilities were available for the training of 5 000 persons as fitters, machine tool operators, welders, blacksmiths, tool repairers, electricians and sheet metal workers. The course was designed for men between the ages of 18 and 40 years and lasted for 24 weeks. Trainees were recruited by the Department of Labour, drew wages during the period of training and produced articles for use in the war effort. By the end of 1943 this scheme had cost one million pounds and 22 416 people had been successfully trained for the war effort. This training demonstrated that it was possible to train persons to a high level of competency by means of intensive institutional training. In the early stages this training produced munition workers and later concentrated mainly on skilled workers for the armed forces. In 1941, after the appointment of a Civil Re-employment Board, it was planned to shift the emphasis to the training and retraining of ex-soldiers. This training was to continue until June 1948 and at one stage included coloured ex-volunteers at Ottery in the Cape and black ex-volunteers at Milner Park in the building trades. When this scheme was finally terminated, 5 284 ex-volunteers had undergone this form of intensive skills training.

2.1.3 The Black Building Workers Act, 1951 (Act No. 27 of 1951)

The Housing (Emergency Powers) Act, 1945, had provided for the training of black labour to build housing for members of the black community. Some training had taken place under the COTT scheme and training in the building trades had also been given at mission schools and through provincial administrations and government departments. Such training as had taken place was not well co-ordinated and the estimated black housing shortage in 1946 was over 300 000 units. As a result the Black Building Workers Act, 1951, was passed in order to provide for the training, registration and regulation of black building workers so that an attempt could be made to alleviate the black housing backlog.

The act was administered by the Minister of Labour who was advised on the training and conditions of employment of black building workers by a Black Building Workers' Advisory Board. Training took place under the administration boards and participating municipalities such as those of Johannesburg and Durban. The workers received no formal training but were given instruction in their trade while working on housing schemes. Selected persons, eighteen years of age or older, were placed in a trade as learners, Grade B. After a year, and on passing a practical test, they became learners, Grade A. The full training period was four years but after a period of one year a learner Grade A could undergo a trade test to become a qualified building worker. Any other black person who had performed skilled building work for at least two years could also be admitted to a qualifying trade test. The trades involved were bricklaying, blocklaying, carpentry, electrical fitting and wiring, french polishing, joinery, lead-light-making, masonry, painting, plastering, plumbing, signwriting and woodmachining. These black building workers were not trained to the same level as apprentices trained under the Apprenticeship Act and they were prohibited from working in the urban areas. They could be upgraded to full artisan status if they gained additional experience and passed a trade test organised by the Department of Education and Training. Over 15 000 workers were trained and

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registered under this act and a substantial amount of building had taken place by the time that the act was incorporated in the Manpower Training Act in 1981.

2.1.4 The Training of Artisans Act, 1951 (Act No. 38 of 1951)

At the end of the war in 1945 there was a shortage of artisans and this had been alleviated to some extent by the training of ex-servicemen under the COTT scheme. Provision had been made for training and testing under the Soldiers and War Workers Employment Act, 1944, but by 1948 there were insufficient persons available for training and the COTT scheme was discontinued. As there was still a serious shortage of artisan labour the Training of Artisans Act, 1951 was passed. This act enabled training to be provided for white adult trainees in any trade in which there was an acute shortage of artisan labour. Training commenced at Diskobolos (Kimberley) in 1952, Olifantsfontein in 1953 and Westlake in 1954 and was eventually confined to Westlake.

The training consisted of one year of institutional training, followed by two years with an approved employer. This training period could be shortened by passing a qualifying trade test. The training was provided by the Department of National Education and the trainee received wages as well as overalls and tools from the Department of Manpower during the period of institutional training.

This Training of Artisans Act was incorporated in the Manpower Training Act in 1981 and as a result of recommendations by the Committee of Enquiry into the Training and Retraining of Whites, Coloureds and Asians in Industry (the Naudé Committee) the training was extended to four additional centres to provide training for all population groups. At present training is offered in the following trades: electrician/electrician (construction)/ millwright/ domestic appliance mechanician, plumber, bricklayer/plasterer, motor/ diesel/tractor mechanic/tractor and agricultural machinery mechanic, automotive body repairer/spraypainter, fitter and/or turner, plater/boilermaker/sheetmetal worker/structural plater, carpenter and/or joiner.

2.1.5 The Industrial Conciliation Act, 1956 as amended in 1970

The original Industrial Conciliation Act, 1924, was reviewed by the Van Reenen Commission because of the influx of white workers to the urban areas in the 1930s and as a result the Industrial Conciliation Act, 1937 (Act No. 30 of 1937) was passed. In 1948 the National Party came into power largely on a political platform of separate development. They appointed the Botha Commission to review certain industrial legislation and as a result the Industrial Conciliation Act, 1956 (Act No. 28 of 1956) was promulgated. This act, while retaining the industrial council system of the previous Industrial Conciliation Acts, introduced statutory work reservation, excluded blacks from the trade union system under the act and segregated the trade unions. It also created an industrial tribunal having quasi-judicial functions.

This work reservation was introduced as a protective measure in order to ensure orderly co-existence of the different population groups but was a bone of contention and injurious to sound race relations until its final removal from the act in 1979. At various stages 29 work reservation determinations were made and after an industrial tribunal investigation in 1977, it was decided to remove or suspend many of them retaining five only. The Wiehahn Commission recommended that statutory work reservation be removed from the act.

During the 1960s concern was expressed about the effectiveness of industrial training in other parts of the world, particularly in the United Kingdom (UK) and the United States of America (USA). In the UK the Industrial Training Act was passed in 1964 and the Employment and Training Act in 1973 while in the USA the Manpower Development and Training Act was passed in 1962 and the Economic Opportunity Act in 1964. Generally these acts were designed to ensure the quality of training, an adequate supply of trained skilled labour and a spreading of the cost of training among all employers of labour. These moves did not go unnoticed in South Africa and the Steel and Engineering Federation of South Africa (SEIFSA) proposed to the National Apprenticeship Board that a levy scheme be instituted for all employers of artisan labour. This was intended to stimulate apprenticeship training and to distribute the costs of such training more equitably among employers. This was referred to a special committee of the Apprenticeship Board but before they had reported on it, a private member's Manpower Training Bill, patterned on the UK Industrial Training Act was debated in parliament in 1969. Although the bill was rejected by parliament it provoked considerable discussion on manpower matters and in 1970 the Industrial Conciliation Amendment Act, 1970 (Act No. 21 of 1970) was passed.

This act provides for an industrial council to introduce a training scheme, set up a training fund and apply a compulsory levy to members of their industry, such schemes having the force of law once the minister has published them in the Government Gazette. The act also provides for training schemes in industries not organised under the industrial council system, providing that at least 51 % of the employers agree to the scheme. Once gazetted such a scheme is also binding on the total industry. A number of schemes were then introduced which will be detailed later in this report.

2.1.6 Events leading to tax concessions for industrial training

As a result of the general concern being felt about economic development, industrialisation and an adequate supply of trained manpower, the Economic Advisory Council (EAC) was established in 1960. In considering manpower matters it established a Working Committee on Manpower Training in 1968 which was to report regularly on training schemes and to stimulate further manpower training. In 1969 the EAC recommended to the cabinet that a committee consisting of representatives of government departments and employers' and employees' organisations be appointed. This Committee for the Better Utilisation of Manpower (The Lindeque Committee) was appointed in 1970 and it took over the functions of the Working Committee on Manpower Training in 1971. The committee had a very wide brief including the compilation of a manpower balance sheet, the supplementing and upgrading of white labour including immigration and the better use of female labour, and the upgrading and greater employment of non-white labour. The committee gave serious attention to the provision of incentives to employers to extend industry training schemes and their recommendations with regard to tax concessions for approved training schemes, registered with the Department of Education and Training, were submitted via the EAC to the cabinet and were accepted thus resulting in the addition of Section 11sept to the Income Tax Act, 1962 (Act No 58 of 1962) with the passing of Act No. 85 of 1974. Recommendations in this regard had also been made by the Interdepartmental Committee on In-Service Training of Black Persons in White Areas (The Van Zyl Committee).

The tax concessions applied to a training scheme for black persons registered under the Bantu Education Act, 1953 and approved by the Secretary for Education and Training. In such cases all non-capital training expenses could be deducted as normal operating expenditure in establishing the taxable income and could then be deducted again as training expenditure. This 200 % deduction of expenditure meant that, under the then rate of company tax, a tax-paying company was able to recoup 82 % of its training expenditure while in the case of a company operating in an economic development area the deduction could be increased to 225 %. Allowable expenditure included remuneration of training personnel, non-productive training wages of trainees, rent, maintenance and insurance of training premises, non-productive training materials and depreciation of training equipment. Also included were travelling costs and fees for black employees attending approved and registered courses not run by the employer.

These concessions originally applicable to black employees only were extended to all employees in 1979 as a result of the recommendations of the Committee of Inquiry into the Training and Retraining Requirements of Whites, Coloureds and Asians in Industry (the Nauds Committee) which was appointed in 1975. In 1984 the amount was reduced from 100 % to 50 % and a ceiling of a salary of R15 000 was placed on those trainees whose training would qualify for tax concessions.

2.1.7 Black Employees In-Service Training Act, 1976 (Act No. 86 of 1976)

As a result of the Interdepartmental Committee on the Decentralisation of Industries and the subsequent 1971 White Paper on this subject, the Committee on the Better Utilisation of Manpower paid particular attention to the training of black labour for the border areas. Representations were then made by organised industry for government assistance with pre-inservice training of black workers in border areas as well as at ad hoc industry schools established on employers' premises. Consequently the Committee on In-Service Industrial Training of Black Persons in White Areas (the Van Zyl Committee) was appointed and a report was prepared for them by a work committee under the chairmanship of the Chief Education Planner of the Department of Education and Training. The report of this committee, produced in 1973, was accepted by the state and some of its recommendations were implemented in 1974. The recommendations led to the establishment of eight Department of Education and Training Industrial Training Centres in densely populated black residential areas such as Soweto, Sebokeng, Mamelodi and Lamontville. These centres became part of the junior secondary school and offered tuition in woodwork, welding, brickwork, mechanics and electrical work. The first four of these centres started functioning in 1974. The second type of centre created as a result of the committee's report was the Private Industrial Training Centres (now the Group Training Centres). Eight of these centres were planned for industrial complexes in white areas to serve employers having common training needs. The centres were at Bloemfontein, Benoni, Krugersdorp, Sebokeng, Pinetown, Port Elizabeth, Pretoria and Potchefstroom. Initially no centre was proposed for the Western Cape due to Government policy not providing for black labour in this area but after a change in policy the Western Cape centre was opened in 1986. The first of these centres was opened in Bloemfontein in 1975. The government contributed R250 000 towards the erection of each centre to help cover the cost of buildings and equipment and each centre was run by a governing body consisting of representatives of the Department of Education and Training (The Department of Manpower since 1980) and local representatives of national employers' organisations. The centres were intended to provide courses to meet the common training needs of local industry.

Other recommendations of the Van Zyl Committee led to the passing of the Black Employees In-Service Training Act, 1976. This act provided for a Co-ordinating Council for In-Service Training of Black Employees. This council consisted of 16 members of whom six were departmental representatives and the balance were representatives of commerce and industry. The Council advised the Minister of Education and Training on in-service training matters. Another result of the Van Zyl Committee was the introduction of tax incentives in terms of Act No. 85 of 1974 which has already been dealt with.

When Act 86 of 1976 was implemented, the following training was available under the Department of Education and Training:

1. Departmental Industrial Training Centres - junior secondary schools.

2. Public In-Service Training Centres - Group Training Centres.

3. Private In-Service Training Schemes - Employers' own training schemes for black workers which, if approved and registered with the Department of Education and Training (DET), qualified for tax concessions.

4. Ad hoc Border Industry In-Service Training Schools - In these subsidised centres, operating since 1969, the employer provides the buildings, equipment and instructors to train his own black staff. If the DET approved of the facilities and courses, they subsidised the salaries of the instructors according to teaching salary scales applicable to such staff.

5. Departmental ad hoc Industrial Schools - These schools, run and financed by the DET, were situated in decentralised economic growth areas in order to provide crash courses of 13 weeks duration to meet the common needs of groups of industrialists. Courses were planned in concert with industry and no educational qualification requirements were necessary. Since the courses were entirely practical, they served a useful purpose for the local communities. Schools were provided at places such as Babelegi, Isithebe, Ezakheni and Ensaleni and a textile school was established at Mdantsane near East London. There were courses in welding, woodwork, bricklaying and plastering and for motor repair shop assistants.

6. Private Training Centres - The act laid down that no one could provide training for black employees of other persons unless it was in an approved private training centre. Such centres could be given technical but not financial assistance by the DET. The first such centre registered in 1976 was one for training drivers of heavy and extra-heavy duty vehicles set up by the Industrial Council for the Motor Transport Undertaking (Goods) while a further centre for the Timber Industry Manpower Services (TIMS) was registered at Sabie in 1978.

As a result of the Riekert Commission's findings, the central functions of the DET under Act 86 of 1976 were transferred to the Department of Manpower.

2.1.8 The In-Service Training Act, 1979 (Act No. 95 of 1979)

The Committee on the Better Utilisation of Manpower recommended an investigation into the training needs of persons other than black workers and in 1975 the Nauds Committee was appointed. The government accepted the report of the Nauds Committee and this resulted in the promulgation of Act No. 95 of 1979. In addition to this the Income Tax Act was amended in 1979 in order to include a training centre or training scheme, established, approved and registered under the In-Service Training Act, 1979, in the definition of training centre or training scheme in section 11sept of the Income Tax Act. This had the effect of making tax concessions available for the approved training of persons of all population groups. Act 95 of 1979 provided for the establishment of a Council for In-Service Training having two representatives from the Department of Manpower, one from Inland Revenue, five employers and five employees. The council was to advise the minister on policy arising from the implementation of the act and provision was made for the appointment of a Registrar of Training Schemes. Employers were required to register their training schemes in order to qualify for the tax concessions. Registration entailed providing details of the course content, standard and duration as well as the physical facilities and materials involved. The act also determined that no person could provide training for another person's employees unless they were registered as a private training centre. This act had the effect of putting the in-service training of all population groups on the same basis.

2.1.9 The Commission of Inquiry into Labour Legislation (the Wiehahn Commission) and the Commission of Inquiry into Legislation Affecting the Utilization of Manpower (the Riekert Commission)

The Wiehahn Commission appointed in 1977 submitted its report in six parts, the first being completed in 1979 and the last in 1980. The Riekert Commission was complementary to the Wiehahn Commission and was appointed in 1977 and completed its work in 1979. These two reports changed the industrial scene in the RSA completely and it is impossible to do justice to them in this chapter. For this reason only the major changes brought about by the reports affecting skills training will be considered.

Paragraph 2.3 of the White Paper on Part 2 of the Wiehahn Report states:

> 2.3 In the White Papers concerning the reports of the Wiehahn and Riekert commissions the government has already identified itself with the basic premises of the two commissions. These premises form the basis of the recommendations appearing in Part 2 of the Wiehahn Commission's report, and may be summed up as follows:
>
> (1) The maintenance and furtherance of individual economic freedom and competition by, inter alia, the elimination of unjustifiable discrimination between the different population groups; the expansion of labour market knowledge and information; and the promotion of the vocational and geographical mobility of manpower.
>
> (2) The promotion of individual economic responsibility in accordance with the principle of self-governance through, inter alia, the maximum decentralisation of negotiation and decision-making in connection with matters of local interest to the local level.
>
> (3) The maintenance of safety, order and stability in the field of manpower through, among other things, the evolutionary phasing in of adaptations in established labour practices; consultation and discussions between all the parties concerned; the recognition and protection of the rights of communities, individuals or groups of individuals in respect of their own affairs; and the avoidance, as far as possible, of the use of coercive measures.

While accepting the need for maximum self-governance of industry, the government remained committed to the tripartite system of the Industrial Conciliation Act which recognises the role of the state, employers and employees.

Some of the more important results of the implementation of these reports on training and related matters are listed below:

(1) The name of the Department of Labour was changed to the Department of Manpower Development and subsequently the Department of Manpower in July 1981.

(2) The National Manpower Commission (NMC) was appointed in 1979 in terms of the Industrial Conciliation Amendment Act, 1979 (Act No. 94 of 1979) and it then took over the functions of the Committee for the Better Utilisation of Manpower.

(3) The Industrial Conciliation Act, 1956, now the Labour Relations Act, 1956, was amended regularly from 1979 to 1983, and is again being amended in 1988 in order to meet a dynamic changing labour system in the RSA. These changes established a new Industrial Court in December 1979 and provided for black membership of trade unions as well as recognition of black unions.

(4) In 1979 statutory work reservation was removed from labour legislation.

(5) In August 1980 the Black Building Workers Act, 1951, was repealed and it was agreed that black persons could be indentured as apprentices under the Apprenticeship Act, 1944, and could work as apprentices and artisans in any part of the RSA subject only to the limitations of the availability of work and housing.

(6) A Standing Technical Committee on Labour Legislation was appointed in November 1979 with the intention of consolidation of all legislation on employment and training for all population groups. It was to look at the consolidation of the Industrial Conciliation Act, 1956, and the Black Labour Relations Act, 1953, as well as the In-Service Training Act, 1979, and the Black Employees' Training Act, 1976.

(7) The administration of the Black Employees' Training Act, 1976, was transferred from the DET to the Department of Manpower in June 1980.

(8) Training under the Training of Artisans Act, 1951, was extended to the Asian population group at Durban, Sastri Technical College, in 1980, the coloured group at Kasselsvlei, Bellville Trade Training Centre in 1981, a further centre for whites at Vereeniging Technical College in 1982 and the black group at the George Tabor Technical College, Luipaardsvlei, Krugersdorp in 1985.

(9) Tax incentives were extended to apprenticeship training in October 1979 in terms of the In-Service Training Act, 1979. Employers could claim 100 % of the wages of their apprentices while they attended technical classes; employers could also claim course and examination fees as well as expenses involved in the first voluntary as well as the compulsory trade testing of their apprentices.

(10) Approval was obtained for the possibility of deferment of national service until after completion of apprenticeship as well as an undertaking that apprentices would not be called up for service during periods of continuous technical college study.

(11) Group training centres were registered under the In-Service Training Act, 1979, so that they could offer their services to trainees of all population groups.

(12) The Council for In-Service Training was appointed and met for the first time in 1979 and a Registrar of Training Schemes was appointed.

(13) In 1982 the Centre for Trade Testing, Olifantsfontein, was transferred to the Department of Manpower from the Department of National Education.

(14) The Black Employees' In-Service Training Act, 1976, In-Service Training Act, 1979, Apprenticeship Act, 1944, and the Training of Artisans Act, 1951 were combined in the Manpower Training Act 1981, (Act No. 56 of 1981).

2.1.10 The Manpower Training Act, 1981 (Act No. 56 of 1981)

This new act regulates the training of apprentices and artisan trainees, the group training centres, private training centres, in-service training and training of workseekers and the unemployed. All reference to population groups has been removed from the act and it also provides for training in industrial relations. It deals with the approval and registration of training for tax concessions as well as training allowances for employers in decentralised areas. It also creates the Manpower Development Fund which provides loans for capital development of training centres. This fund was set up with a capital sum of R3 million in 1981.

As a result of this act the department established the National Training Board (NTB) in 1981. The NTB has a full-time chairman and vice-chairman and 21 members of whom seven represent each of the following: state departments, employers and employees. The functions of the NTB are to advise the minister on policy arising from or connected with the implementation of the act or any matter related to training. The chairman and vice-chairman of the NTB are appointed by the minister. The NTB has a full-time directorate consisting of a director, three deputy directors and nine other staff members. Committees functioning under the NTB are:

(1) The NTB Executive Committee, consisting of the chairman and vice-chairman of the NTB and five of its members, gives attention to NTB matters on a continual basis.

(2) A Research and Development Committee is responsible for determining training needs, identification of research projects and research priorities.

(3) The Committee for Artisan Training replaced the Apprenticeship Board. Its functions include the promotion of artisan training, the constitution, membership and procedures of manpower training committees, designation of trades and their conditions of apprenticeship and training schedules. In 1983 this committee also took over the functions of the Trade Test Committee which liaised with the COTT and looked at the structuring, content and standard of trade tests.

(4) The Committee for In-Service Training met for the first time in 1982. It deals with matters arising from the registration of training schemes, training centres and group training centres. It also deals with matters such as grants-in-aid for in-service training and registration for tax concessions and handles the compilation of guidelines on many areas affecting in-service training such as cash grants in place of tax concessions; establishment of training boards; accreditation of training; manpower training and development planning.

(5) Manpower Training Committees have replaced the former Apprenticeship Committees and initially the existing apprenticeship committees were merely renamed as manpower training committees. There are 34 such committees to cover the various industries and areas of apprenticeship. They deal with applications for appren-

ticeship, control the training and discipline of apprentices and recommend designation of trades, conditions of apprenticeship and training schedules.

(6) Regional Training Committees were established in ten major industrial areas in 1983. This was intended to promote and co-ordinate training at regional level. Among their functions were the determination of training needs and the standardisation and co-ordination of training in a regional context. A further committee was established for the Western Transvaal in August 1988.

2.2 THE HSRC/NTB INVESTIGATION INTO THE TRAINING OF ARTISANS IN THE RSA (THE PITTENDRIGH COMMITTEE)

In 1983 the NTB requested the HSRC to conduct an investigation into the training of artisans in the RSA. The investigation was completed in 1985 when the HSRC/NTB report was published. This was accepted in its entirety by the NTB on 12 March 1985 and the Government published its policy in a White Paper on 11 February 1987.

The effects of this report are that apprenticeships are to move to modular performance based institutional training with controlled on-the-job training and experience. Apprentices will no longer be able to qualify by effluxion of time. In keeping with the state policy of devolution of decision-making, all apprenticeships will be controlled by accredited industry training boards which in turn will be able to accredit institutional modular training as well as in-service training and experience with employers. This requires each of the twenty industries concerned with apprenticeship training to establish and seek accreditation of an industry training board.

This report dealt with the training of artisans only, but the systems evolving as a result of the report, coupled with the decision to phase out tax concessions in favour of cash grants, have created the climate in which the possibility of the extension of these ideas to all areas of proficiency/skills training needs consideration.

2.3 THE 1988 MANPOWER TRAINING DRAFT AMENDMENT BILL

On 26 February 1988 the draft bill was published for comment or representation which had to be submitted to the Director-General for Manpower by 8 April 1988. The Draft Bill states:

"The Manpower Training Draft Amendment Bill which appears in the Schedule, originates mainly from the White Paper on the Joint Report of the Human Sciences Research Council and the National Training Board on the Investigation into the training of Artisans in the Republic of South Africa, with the comments, standpoints and decisions of the Government on the recommendations."

The objects of the draft bill are the following:

To amend the Manpower Training Act, 1981, to provide for better description of the functions and powers of the National Training Board; the establishment of industry training boards; the accreditation of industry training boards to vest them with the necessary statutory and other powers to, among other things, take over the apprenticeship system and to compile conditions of apprenticeship for the industry and the area in respect of which they have been accredited; decentralizing of testing of apprentices; the registration of regional training centres, private training centres and industry training centres; and additional matters pertaining thereto.

It is clear that this 49-page draft bill when enacted will have a vast effect on the Manpower Training Act, 1981 and will radically change the skills training climate. As careful consideration will have to be given to the details of the bill, particularly in PC6, it will not be analysed at this stage.

2.4 THE PRESENT TAX CONCESSIONS FOR TRAINING

At present tax-free training allowances are paid to employers for training in decentralised areas and amount to 37,5 % of the training costs. As employers may also deduct such costs from their normal income it means that they recover 87,5 % of their training costs. The grants-in-aid previously paid for training in economic development areas were withdrawn with effect from 1 June 1985 but grants-in-aid are paid to trade unions, employers' organisations and employers' federations for training in labour relations.

The present tax concessions for approved in-service training consist of deducting 150 % of the training costs from taxable income so that a company may recover 75 % of its training costs and in a decentralised industrial area 175 % of the costs are deducted, resulting in an 81,5 % recovery at the present company tax rate. These benefits are also available for training under industrial council agreements and training in independent or self-governing national states. With effect from September 1984 these allowances are only applicable to

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the training of employees whose gross income does not exceed R15 000 per annum. The whole issue of converting tax concessions to cash grants is at present being considered as a result of a ministerial decision taken in 1985.

Mining companies do not come into consideration for tax concessions for training because of the tax structure for this industry.

2.5 PRESENT TRAINING IN TERMS OF THE MANPOWER TRAINING ACT, 1981

In order to assess the development of skills training under the Manpower Training Act it is useful to look at the latest available details under the various categories of training.

2.5.1 Apprenticeship

The total number of new contracts registered in 1987 was 8 185 and the effect of the present economic climate becomes clear when this is compared with the 14 497 contracts registered in 1982, i.e. only 56,5 % of the 1982 figure. Registrations in the building industry have dropped by 77,2 %, printing by 55 %, in the metal industry by 45,7 %, in the furniture industry by 68,1 %, in the motor industry by 49,6 % and in SA Transport Services 87,3 %. Surprisingly there has been growth in hairdressing 69,8 %, aerospace 134 % and explosives industries 15,3 %. The total number of current apprenticeship contracts dropped from 36 098 in 1982 to 25 689 in 1987 (a drop of 28,8 %). There has been a steady growth during this period in the current contracts for rubber and tyre manufacture, hairdressing, explosives and electricity supply. Of the new contracts entered into in 1987 those for whites accounted for 81 %, coloureds 8,1 %, asians 4 % and blacks 6,8 %. This figure of 557 contracts for black apprentices is disappointingly low especially when it is seen to have dropped from 741 in 1982.

2.5.2 Artisans trainees

Table 2.1 indicates the number of trainees at each of the training centres.

There were 447 trainees receiving in-service training at the end of 1987 and 129 passed qualifying trade tests while 84 completed their training by effluxion of time. The placement of trainees for their period of in-service training is presenting problems in the present economic climate.

Table 2.1 Training of Trainees - Numbers in trades on 31 December 1987

Trade	Westlake	Bellville	Sastri	Vereeniging	George Tabor	Total
Electrician/Millwright/ Domestic Appliance	55	17	8	12	14	106
Plumber	26	-	-	-	-	26
Bricklayer/Plasterer	-	-	-	-	14	14
Motor/Diesel/Tractor/ Agricultural Implements	47	-	8	13	14	82
Panel Beater/Spray Painter	25	20	-	9	-	54
Fitter and/or Turner	33	25	10	11	-	79
Plater/Boilermaker/ Sheetmetal worker/ Structural Plater	21	22	3	11	-	57
Carpenter and/or Joiner	16	-	-	-	13	29
Total	223	84	29	56	55	447

(Source: Annual Report, Department of Manpower, 1987)

It is significant that during 1987 a further 1 707 persons, including long-term prisoners, who received practical training other than by means of apprenticeship or artisan training, passed qualifying trade tests as artisans.

Table 2.2 Group Training Centres

Centre	Town	Branches
Apex	Benoni	Alrode, Balfour, Bethal, Nigel
Central Region	Bloemfontein	Bethlehem, Bothaville, Botshabelo, Bultfontein, Ficksburg Harrismith, Hennenman, Kimberley, Kroonstad, Upington, Welkom,
Boskop	Potchefstroom	Bethlehem, Delareyville, Eastern Cape
Chamdor	Krugersdorp	Alexandra
Eastcape	Port Elizabeth	Cradock, Graaff-Reinet, George, Middelburg, Mossel Bay, Oudtshoorn, Port Alfred, Queenstown
Natal	Pinetown	Durban, Ladysmith, Newcastle, Pietermaritzburg, Scottburgh
Northern	Pretoria	Louis Trichardt, Middelburg, Nelspruit, Pietersburg, Rosslyn Tzaneen, Warmbaths, Waltloo Witbank
Vaal Triangle	Vanderbijlpark	Ennerdale, Heilbron, Parys, Sasolburg, Sebokeng, Sharpville
Western Cape	Cape Town	Epping, Strand, Vredenburg, Worcester

(As at January 1989)

2.5.3 Group training centres

There are nine group training centres established by employers in specific areas and controlled by a governing body. Their original building and equipment costs were funded by the state and they have access to loans from the Manpower Development Fund. The Manpower Training Act, 1981, was amended in 1983 so that they could be assisted financially and at present they receive 75 % cash rebates for specific courses which have been approved by and registered with the Department of Manpower.

Employers enjoy tax concessions in respect of persons receiving training at these centres in terms of section 11sept of the Income Tax Act, 1962. Apart from in-service training the centres offer courses to workseekers as well as to the unemployed. The group training centres with their branches are listed in Table 2.2.

A total of 23 038 persons received in-service training at the group training centres in 1987 in 1 831 courses in the training areas listed in Table 2.3. The largest numbers were trained in the following areas: agriculture 10,8 %, motor vehicle driving and related work 9,2 %, mobile plant operators 8 %, domestic work 6,4 % and pump attendants 5,4 % which represent over 39,8 % of all group training centre trainees.

Table 2.3 Courses in which training is provided - Group Training Centres - 1987

Accounting
Agriculture
Building operations
Business administration
Business equipment
Catering
Civil engineering work
Clerical work
Domestic work

Electrical operations
Engineering operations (excluding welding)
First aid
Instructional techniques
Labour relations
Mobile plant operators
Motor repair work and maintenance
Motor vehicle driving and related work

Other
Pump attendants
Safety
Salesmanship
Security work
Storekeeping
Supervision and leadership
Tractor repair work and maintenance
Welding

(Source : Annual Report, Department of Manpower, 1987)

2.5.4 Private training centres

Private training centres are run for an employer's own staff and if registered, may also conduct training for the staff of other employers. When training is conducted in labour relations, it is compulsory for such centres to be registered with the Department of Manpower. Employers qualify for tax concessions in cases where the courses have been registered with the Department of Manpower. There were 753 private training centres registered in 1987 in which 2 213 courses were offered to 110 917 persons, the largest numbers being trained in: services 31,6 %, iron, steel, engineering and metallurgical industries 14,9 %, chemical and explosives 9 %, furniture 5,2 % and transport 4,3 % which represent 65 % of all persons trained. The industries for which training was provided are listed in Table 2.4.

Table 2.4 Industries for which Private Training Centres Trained - 1987

- Agriculture
- Architect
- Banking and finance
- Brewery
- Building and construction
- Business equipment
- Carpet and textile
- Cement
- Chartered accountants and auditors
- Chemicals and explosives
- Civil engineering
- Clothing and footwear
- Commercial distributive
- Computer
- Dairy
- Diamonds
- Food, confectionery and sweets
- Furniture manufacturing
- Glass
- Hairdressing
- Heavy clay and ceramics
- Hotel
- Insurance
- Iron, steel, engineering and metallurgical
- Liquor manufacturing
- Local authorities
- Motor assembly
- Oil refining
- Paper and packaging
- Pharmaceutical and medical
- Printing and newspaper publishing
- Rubber
- Security work
- Services
- Sugar
- Timber
- Tobacco
- Transport

(Source : Annual Report, Department of Manpower, 1987)

2.5.5 Training schemes

A training scheme consists of courses conducted for an employer's own staff which, if registered, qualifies for tax concessions. At the end of 1987 there were 893 registered training schemes in which 140 201 persons were trained and of which the most popular were: commercial distributive 35,6 %, banking and financial 20,2 %, iron, steel, engineering and metallurgical industry 6,4 % and agriculture 4,9 %, representing 67,1 % of the total number trained. The industries concerned are listed in Table 2.5.

Table 2.5 Industries involved in training schemes - 1987

- Agriculture
- Architect
- Banking and finance
- Brewery
- Building and construction
- Building society
- Business equipment
- Carpet and textile
- Cement
- Chartered accountants and auditors
- Chemicals and explosives
- Civil engineering
- Clothing and footwear
- Commercial distributive
- Computer
- Dairy
- Diamonds
- Food, confectionery and sweets
- Furniture manufacturing
- Glass
- Hairdressing
- Heavy clay and ceramics
- Hotels
- Insurance
- Iron, steel, engineering and metallurgical
- Liquor manufacturing
- Local authorities
- Motor assembly
- Oil refining
- Paper and packaging
- Pharmaceutical and medical
- Printing and newspaper publishing
- Rubber
- Security work
- Services
- Sugar
- Timber
- Tobacco
- Transport

(Source : Annual Report, Department of Manpower, 1987)

2.5.6 Employers' training schemes in term of Section 39(4) of the Manpower-Training Act, 1981

In terms of Section 39(4) of Act No. 56 of 1981, training schemes established by a group or association of employers for the training of employees, which provide for the establishment of a fund for the purposes of the scheme and for the payment of a levy by the employers as well as the establishment of a body to administer the fund, may be made binding, in respect of the industry and area in question, by the minister if so requested by the employers. After publication of the scheme in the Government Gazette the scheme then becomes compulsory. The schemes already established are:

1. BIFSA - (A) The National Development Fund for the Building Industry intended to promote academic, scientific and technical education.

(B) The Building Industries Training Fund for the training of operators, trainees and artisans.

(C) The Building Industries Training Board, funded by the Building Industries Training Fund, which is the first training board to have achieved provisional accreditation by the Department of Manpower.

2. The Business Equipment Association Training Scheme to create a pool of skilled manpower to meet the industry's requirements.

3. The Civil Engineering Industry Training Scheme to encourage practical interest in the education, training and working conditions of persons employed in the industry and to establish and conduct a private training centre for the industry.

4. The Hotel and Catering Industry Training Scheme to assist the industry to develop and implement training relevant to and effective for its short and long term operational needs and to do so as effectively, efficiently and economically as possible.

5. The Mining Industry Engineering Trades Training Scheme's objectives are to monitor the selection and promote apprenticeships and the status of artisans in the mining industry, develop and set standards for a competence-based instruction system, liaise with COTT on trade testing contents and standards and propagate the development of skilled engineering personnel in the mining industry.

6. The Driver Training Scheme of the Industrial Council for the Motor Transport Undertaking (Goods), to meet the growing needs of the professional haulier industry on the Reef, especially in so far as driver efficiency, cutting of accident costs, combating rising insurance rates and promotion of road safety are concerned.

7. The Road Transport Training Scheme under the Road Transport Industry Training Board, the latter being a national body concerning itself with the establishment of transport training standards on a national basis and the provision of training facilities in the major centres for the professional haulier industry. The board is funded by levies paid by employers into a central training fund and grants are paid to employers who undertake training of their employees.

2.5.7 Employers training schemes in terms of Section 48 of the Labour Relations Act, 1956

Certain training schemes, originally registered under Section 48A of the Labour Relations Act, 1956, (Act No. 28 of 1956), such as the Driver Training Scheme of the Industrial Council for the Motor Transport Undertaking (Goods), are now deemed to be registered under the Manpower Training Act as section 48A has been abolished. There are, however, eight schemes registered under section 48 of the Act.

1. The Clothing Industry Training Scheme was established to promote, stimulate and encourage interest and expertise in technical, economic and scientific education, training and research in all matters associated with the production and distribution of clothing with a view to achieving maximum efficiency in the industry.

2. The Development and Training Fund for the Electrical Construction Industry to plan, promote, organise and finance education and training of all classes of employees and employers in the electrical contracting industry.

3. The Furniture Industry Training Fund to promote, stimulate and encourage interest and expertise in technical, economic and scientific education, training and research in all matters associated with the production of furniture and bedding with a view to the achievement of maximum efficiency for the industry and to provide training at suitable facilities for employees in the industry.

4. The Jewellery and Precious Metal Industry (Cape) Training Fund was formed to establish a training centre for the jewellery and precious metal industry and for the purpose of providing training facilities for employees in the industry. It is funded by levies paid by the employers but has, at present, been suspended until a new modular apprenticeship training system is introduced.

5. The Steel and Engineering Industries Federation of South Africa Training Schemes:

   A. The Metal and Engineering Industries Training Fund mainly for grants to employers undertaking the training of artisans via apprenticeship, adult trainees or the Artisans Training and Recognition Agreement.

B. The SEIFSA Technological Fund to provide bursaries for specific technikon and university study.

C. The Metal and Engineering Industries Education and Training Fund Supplementary Agreement to provide incentives to employers to train their operators on a formalised basis.

6. The motor industry has two funds operated by the Automotive Engineering Association of SA and the SA Motor Industry Employers Association respectively:

A. The Automotive Engineering Development Fund which has established an automotive engineering training centre for the training of automotive engineering apprentices and operatives.

B. The Motor Industry Development Fund, established by means of a levy system, for the training of all categories of employees in the motor industry other than in motor manufacturing.

7. The printing and newspaper industry has the Training Schemes Fund for the Printing and Newspaper Industry which is intended to refund employers the costs incurred in the training of their apprentices.

8. The retail meat trade (Witwatersrand) has a scheme for training in meat cutting.

During 1987 all of these schemes trained a total of 9 982 persons.

2.6 TRAINING OF WORKSEEKERS

The Manpower Training Act, 1981, provides in Section 36 that the minister may, in consultation with the NTB and with the concurrence of the Minister of Finance, provide for the training of workseekers and others if this is considered necessary in the public interest. The act defines a workseeker as a person over 15 years of age not subject to compulsory education and who is not a pupil or student or waiting for admission to an educational institution but who is seeking work. The department found that there were numerous workseekers unable to find work as they had never worked or had not worked for a long period and consequently were not trained or did not have the experience necessary for the labour market. Consideration was given to increasing their employability through appropriate training. This was discussed with the NMC, the NTB, group training centres, administration boards and other interested parties and a sum of R9 million was placed on the estimates for 1981/82 for the first time. The following guidelines for the training of workseekers were originally prescribed:

Unemployed persons of all population groups registered with the department as unemployed for at least six weeks and between the ages of 15 and 30 years, having passed Standard 6 at the most and having the ability to perform limited skills, may be admitted to training for workseekers. During 1987 the guidelines for the training of the unemployed were also made applicable to the training of workseekers. These guidelines are:

1. that the possibility of employment of these persons should be increased through training;
2. that they should be trainable and benefit from the training;
3. that they should be motivated and prepared to learn.

The training aims at semiskilled work and prepares the persons for further training once they are employed. The department pays the course fees in full and pays the trainee an allowance of R12,00 per week (R9,00 per week if he is under 18 years of age) which is reduced by R3,00 per week if board and lodging are provided. This training commenced in 1982 as a pilot project at three group training centres and was extended to all group training centres by 1985 as well as to the Easter Project Training Centre on the East Rand. The training of handicapped persons is provided at the Access College, Randburg. The cost of the training of workseekers is given in Table 2.6.

Table 2.6 Cost of training of workseekers since 1982

Year	Cost in R million
1982	0,789
1983	1,629
1984	3,910
1985	7,820
1986	5,350
1987	4,980

(Source : Annual Report, Department of Manpower)

Training provided since the inception of the scheme is given in Table 2.7.

Table 2.7 Workseekers trained - 1982 to 1987

Centre	1982	1983	1984	1985	1986	1987
Apex GTC	197	842	1 213	2 216	622	1 321
Central Region GTC	250	662	1 151	2 207	1 663	3 635
Boskop GTC	-	-	-	709	1 223	1 833
Chamdor GTC	-	92	611	572	884	2 146
Eastcape GTC	413	1 221	1 948	1 589	1 188	2 562
Natal GTC	-	189	1 129	1 755	1 310	604
Northern GTC	-	491	2 521	1 900	2 669	2 685
The Easter Project	-	-	-	136	-	-
Vaal Triangle GTC	-	355	677	1 664	752	983
Western Cape GTC	-	-	-	-	-	1 331
Total	860	3 852	9 250	12 748	10 311	17 100

(Source : Annual Report, Department of Manpower)

2.7 TRAINING OF THE UNEMPLOYED

As early as 1980, as a result of discussions between the Economic Advisory Council and the NMC, a research project was completed on the problems of unemployment in the RSA. Consequently, as part of an overall strategy to combat unemployment, consideration was given to the possibility of training the unemployed in an attempt to make them more employable. After a memorandum had been submitted to the cabinet and the White Paper on a Strategy for the Creation of Employment Opportunities (WPC-1984) had been published, an amount of R600 million was provided to alleviate the problem of unemployment. Of this amount R60 million was earmarked for training the unemployed and R50 million of this was available to the Department of Manpower in 1985/6. An amount of R125 million became available in the 1986/87 year of which R5 million was allocated for training persons for the informal and small business sector. In 1987/88 an amount of R75 million was allocated for this training. A committee of representatives of the state and private enterprise was appointed to co-ordinate these activities and it was decided to use private enterprise for this training. The courses were to represent a wide spectrum of activities in order to enhance employment prospects. The criteria for entering into a contract to provide such training were that it should not be offered with a view to making a profit, the organisation concerned should have the infrastructure to market the training, select trainees, administer the scheme and be financially able to handle the scheme. Trainees receive R2,40 per training day (R1,80 per training day if under 18 years of age) and a course fee of R22,00 per training day is payable to the contractor for courses lasting for a period of between one and three weeks. Travelling expenses up to a maximum of R2,00 per day and allowances of up to R1,50 per day for meals, where applicable, are paid to trainees.

This scheme was part of the more comprehensive scheme consisting of the following programmes for the unemployed for which R100 million had been provided in 1985/86:

1. Job creation measures using state, provincial and municipal departments.

2. Food aid using the Departments of Development Aid, National Health and Foreign affairs.

3. Programmes aimed at the small business sector using the Small Business Development Corporation and the Development Bank of Southern Bank.

4. Support for the Unemployed Insurance Fund.

5. Training.

The training given in 1987 is shown in Table 2.8 and this resulted from 326 contracts for the training of 211 679 persons by 31 March 1988.

For the period 1 January to 31 December 1987 a total of 258 517 unemployed persons received training bringing the total since the inception of the scheme to 719 677. From January to December 1987 a total of 256 639 unemployed persons were trained by 131 contractors for the informal business sector. These contracts were mainly in rural areas where employment opportunities were limited.

2.8 LOCAL GOVERNMENT TRAINING ACT, 1985

The Department of Constitutional Development and Planning (DCDP) perceived the need for training for local government and consequently the Local Government Training Act, 1985 (Act No. 41 of 1985) came into force on 12 April 1985. The Act provides for the promotion of the training of personnel for local government bodies and for matters connected therewith. Local government includes the following bodies: town and city councils; coloured and Indian consultative, local affairs and management committees; a community council; a black local authority; a regional services council; a body established under the Coloured Land Areas Law, 1979 (Law No. 1 of 1979) and any body which the Minister of Constitutional Development and Planning has declared to be a local government body.

The act creates the Training Board for Local Government Bodies which consists of the Director-General of the DCDP as chairman, the Directors-General of the Administrations of the Houses of Assembly, Delegates and Representatives, representatives of the Departments of Finance and Manpower, the Director of Civil Service Training, the Director of Local Government under the Black Local Authorities Act, the chairman of the Training Committee of the Co-ordinating Council and seven persons from local government bodies for their knowledge of training, which must include a representative of an employer's organisation as well as one from the Federation of Municipal Trade Unions. The board has instituted four regional (provincial) training committees and twelve subregional training committees and has an executive committee of eight members.

The training board controls the Local Government Bodies Training Fund which is funded by moneys appropriated by parliament and an annual training levy of R1,50 per employee for local authorities, the fund currently standing at over R4,5 million. The fund is utilised to pay grants-in-aid of training, bursaries and loans to trainees and financing of the compiling of training courses and recruitment of employees for local government.

One of the functions of the board is to approve training courses and by 1987 it had approved 22 courses at national, regional and in-house levels. During 1987 over 400 training sessions varying from one hour to five days were conducted for approximately 2 000 officials.

Table 2.8 Categories of unemployed trained - 1 January 1987 - 31 December 1987

Category	Number
Agriculture	4 504
Building	30 599
Catering	2 475
Clerical/Administrative	20 646
Clothing	16 139
Computers/Word processors	2 656
Domestic science	12 950
Truck driver/fork truck	4 721
Electrical	4 878
Iron and steel	17 077
Leather/Footwear	968
Motor and allied directions	11 453
Sales	3 691
Security	20 119
Supervision	505
Furniture	425
Hairdressing	80
Informal sector	25 639
Special building	75 980
Disabled persons	560
Other	2 452
Total	258 517

(Source : Annual Report, Department of Manpower, 1987)

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CHAPTER 3

THE PRESENT POSITION OF SKILLS TRAINING IN AGRICULTURE, FORESTRY AND FISHING

3.1 INTRODUCTION

The organisation of agriculture in the RSA is the responsibility of the Minister of Agriculture and Water Supply while forestry and fishing are the responsibility of the Minister of Environment Affairs. These departments are vast organisations employing apart from clerical and administrative personnel, close to 1 000 professional officers, research workers, extension officers, trainers and liaison officers. Of these, however, only a very small percentage are appointed exclusively as trainers. There are at least 13 major research institutes with a large number of detached units such as the Vegetable and Ornamental Plant Research Institute, Grain Research Institute, etc. Professional officers are also employed in seven different regions such as the winter rainfall, Free State and Karoo region. The administration is also split into 18 directorates such as the Directorate of Agricultural Information, Veterinary Services, Law Administration, etc. As the Skills Training Investigation was requested by the National Training Board, it is necessary for it to confine its activities to training which may be considered as a function of the Department of Manpower rather than the Departments of Agriculture and Water Supply and Environment Affairs. Where any recommendations might impinge on the activities of these departments they are accordingly referred to the National Training Board which may act as the liaison in this case in the same way as occurs in the case of the formal education departments.

In setting up the research into skills training it was decided that the present position of skills training in each sector of economic activity would be investigated. The standard industry groupings used by the Central Statistical Services are: agriculture, forestry and fishing; mining and quarrying; manufacturing; commerce and financing; transport and communications and services. Each of these groups may in turn be split into a number of major and minor subdivisions. In this way agriculture may be split into field crops, horticulture and livestock products while a grouping such as horticulture could be split into deciduous fruit, viticulture, dried fruits, etc. These standard classifications provide a very large number of categories of economic activities, many of which are organised along similar lines. It was considered that in many respects the organisation of agriculture and its problems were very different to those of the industrial and other economic sectors.

The dependence of agriculture on climatic and geographical features over which no control can be exercised, the length of the production cycle, the inelasticity of supply and demand and the absence of industrial councils and, for the time being, trade unions all tend to make the agricultural sector unique. On account of these reasons it was thought desirable to consider skills training in a separate chapter on agriculture.

3.2 THE IMPORTANCE OF AGRICULTURE IN THE ECONOMY OF THE RSA

The contribution made by agriculture towards the gross domestic product (GDP) was 5,3 % in 1985 which amounted to R5 844 million. This contribution towards the GDP has steadily decreased over the years as a result of the development of a more balanced South African economy. However, the figures for 1985 are probably also on account of the general problems of prolonged drought in some areas and flooding in others. In looking at the role of agriculture in the economy it should be remembered that about 58 % of our agricultural products are processed by other sectors of the manufacturing or processing industry. In this respect agricultural products make up over 8 % of the value of the processing industry. In addition agriculture spent over R4 000 million in 1985 on products such as packing materials (R144 million), fuel (R726 million), building and fencing materials and repairs (R167 million), fertilisers (R617 million), dips and sprays (R381 million), machinery and implements (R491 million) and stock and poultry feeds (R1 119 million). Apart from the investment in fixed assets there were over 60 000 motorcars, 108 000 trucks, 172 000 tractors and 24 000 harvesters used in agriculture during 1980. During 1985 agriculture provided regular, casual and domestic employment for 1,18 million people or 13,6 % of the 8,69 million economically active population. This means that it assisted between 3 and 6 million workers and their dependents, of whom about 77 % came from the black and 15 % from the coloured population groups. Annual salaries, wages and rations for this sector in 1985 averaged R1 056, or R13 060 for white, R1 027 for coloured, R3 154 for Indian and R859 for black employees. As these averages include casual workers it can be assumed that figures for regular workers are somewhat higher. The total salaries, wages and rations in 1985 amounted to approximately R1 250 million. Not only has agriculture provided substantial employment and housing for its regular employees as well as schooling in over 5 000 farm schools for children of its employees, but it has also been able to keep pace with the population growth in the provision of food and fibre. Between 20 % and 25 % of the agricultural produce is exported, thus generating foreign exchange. In this regard South African agriculture leads the way in Africa. During 1978 to 1982, for example, it produced 45 % of Africa's maize, 27 % of the wheat, 31 % of the sugar, 81 % of the sunflower seed, 20 % of the potatoes, 17 % of the red meat and 54 % of the wool. It is clear from the foregoing that agriculture is of strategic importance to the RSA and consequently justifies particular attention in this Skills Training Investigation.

3.3 DIVERSITY OF AGRICULTURE, FORESTRY AND FISHING

3.3.1 Agriculture

Agriculture should not be considered as a homogeneous economic sector as it consists of over 60 000 units encompassing more than 86 million hectares spread over all regions in the RSA. Table 3.1 gives some indication of the range of agricultural produce which may be combined in a great variety of ways by individual farmers.

3.3.2 Timber production

In 1987 12 million tons of timber were produced from 1,16 million hectares of commercial forest,contributing 3,5 % to the GDP (2 % in 1985). An average annual wage of R3 173 per employee was paid. The Forestry Council contributes R1 million from its timber levy to skills training through Timber Industry Manpower Services (TIMS), the industry's training organisation.

Each employee produced an average of 350 tons of timber in 1987, compared with 220 tons in 1978. This increase is due to mechanisation and improved labour productivity.

3.3.3 Fisheries

A fishing census conducted in 1979 indicated that there were 96 companies and 523 individual or partnership fishing undertakings which, apart from 532 working proprietors and unpaid family assistants, employed 10 849 people. This does not include whaling and seal hunting or factory-type fish-processing ships and also excludes fish processing in on-shore establishments. At that stage salaries and wages amounted to R28 million and sales to R126 million. Table 3.3 indicates the volume of the catch in 1984.

Table 3.1 Gross value of Individual Agricultural products - 1986/87

HORTICULTURAL PRODUCTS	R1 000
Viticulture	251 740
Citrus fruit	263 721
Subtropical fruit	184 382
Deciduous & other fruit	563 697
Dried fruit	69 957
Nuts	4 070
Vegetables	503 629
Potatoes	325 969
Flowers and bulbs	120 372
Rooibos tea	2 160
Tea	65 240
Other horticultural products	9 970
TOTAL HORTICULTURAL	2 364 907

FIELD CROPS	R1 000
Maize	1 735 329
Wheat	820 001
Oats	8 876
Barley	58 106
Rye	531
Grain sorghum	97 191
Hay	700 687
Lucerne seed	3 536
Dry beans	81 610
Dry peas	4 871
Lentils	2 042
Sugarcane	658 143
Chicory root	12 288
Tobacco	174 855
Cotton	129 459
Groundnuts	51 339
Sunflower seed	189 349
Soya beans	14 365
Wattle bark	29 475
Phermium tenax	0
Sisal	4 000
Other field crops	11 000
TOTAL FIELD CROPS	4 787 255

ANIMAL PRODUCTS	R1 000
Wool	412 310
Mohair	149 998
Karakul pelts	6 179
Ostrich feathers	38 050
Fowls slaughtered	1 200 645
Eggs	411 589
Cattle and calves slaughtered	1 518 759
Sheep and goats slaughtered	557 857
Pigs slaughtered	250 349
Fresh milk	596 616
Dairy products	354 391
Other livestock products	27 998
TOTAL ANIMAL PRODUCTS	5 524 741

(Source : Abstract of Agricultural Statistics, 1988.)

Table 3.2 Input of Roundwood by Primary Processing Industries 1987

	1 000 tons	Value R million
Sawlogs, veneer logs & logs for sleepers	3 750	156,6
Pulp-wood	5 943	303,2
Round mining timber	2 057	92,1
Other (poles, matches, etc.)	705	31,7
Total	12 446	583,6

(Source : Forest Owners' Association)

Table 3.3 Mass of Catch - 1984

Type	Tons
Demersal	152 100
Pelagic	504 844
Snoek	7 941
Rock Lobster	6 100
Abalone	700
Total	671 685

(Source : SA Statistics, 1986.)

Note: 1. Pelagic includes anchovy, pilchard, maasbanker and mackerel.
2. Demersal includes hake, kingklip, sole, cod, monkfish and prawn.

3.3.4 Identifying target groups within this diversified sector

From the foregoing can be seen that this economic sector is very diverse and that it is therefore necessary to determine what general macro-aspects of training need to be considered in order to make a meaningful contribution to the advancement of skills training. A recent investigation has been conducted by the National Institute for Personnel Research of the HSRC resulting in the publication of Guidelines for Merchant Marine Training in Southern Africa (the Duvenage Report) and therefore no further specific attention will be given to the fishery sector.

It was also noted that, apart from 279 commercial co-operatives, there were 299 agricultural co-operatives employing 75 000 persons of whom 25 000 were from the white population group and the bulk of the balance were black. In addition to these there were 2 000 white personnel employed by the 22 agricultural control boards.

It was consequently decided to concentrate on skills training of five target groups within agriculture, namely:

1. The farm worker
2. The farmer
3. Personnel of agricultural co-operatives
4. Directors of agricultural co-operatives
5. Personnel of marketing boards

3.4 FACTORS WHICH HAVE A BEARING ON SKILLS TRAINING IN AGRICULTURE

3.4.1 Employment in agriculture

According to the Central Statistical Service there was a population of 23,35 million people in the RSA in 1985 of whom 8 692 363 were economically active. After the services sector, which includes state employees, and manufacturing, the agricultural sector was the third largest employer of labour, having 1 179 590 employees or 13,6 % of the economically active population. This consists of 1,3 % white, 16,9 % coloured, 0,4 % Asian and 81,3 % black employees. When the families of these black agricultural workers are taken into account, then almost a quarter of the black population are dependent on agriculture for a living.

It is noticeable that the provision of training of agricultural labour and the utilisation of such training has lagged behind that of the industrial sectors. Until fairly recently little attention was given to job creation in the rural areas in spite of the high unemployment existing there. Urbanisation was taken to be a normal economic process and it was accelerated by moves towards greater mechanisation in order to improve agricultural productivity. There is already a great deal of unemployment in the RSA and all indications show that the present economic growth will not enable sufficient employment to be created in order to cope with population growth, particularly in the black community. -The Institute for Future Research at Stellenbosch University has indicated that 450 000 new jobs will need to be created every year until the year 2000 in order to keep pace with the population growth. Skills training can play an important role in increasing living standards which, according to international studies, would result in lower fertility rates and a slowing down of population growth. It might be of more value to the economy to reduce mechanisation and become more labour-intensive with a corresponding increase in skills training and better management techniques in order to increase productivity.

3.4.2 Interdependence of community development and productivity

There is a growing realisation that training alone cannot increase productivity or farming standards. There is an interdependence between community development, quality of life and productivity. The quality of life of the farm worker may be determined by indicators such as per capita income, literacy, size of family, relationship between the worker and his family, child death rates, school attendance, number of persons per room in the home, teenage pregnancies and life expectation. If training is to succeed in its objectives then it cannot be isolated from an improvement in the quality of life of the individual or from community development. There has been a growing realisation of these needs and since 1981 the Rural Foundation and the Department of Health and Population Development have co-operated with training organisations in order to provide training for the wives of farm workers. This has included home management, family planning, health, hygiene, preschool care of children, cookery, first aid and community development.

3.4.3 Increasing educational levels of potential workers

It can be assumed that advancing technology, socio-economic development in the RSA, a growing realisation of the value of education and particularly the introduction of Career Education in the schools of the Department of Education and Training (DET) will mean that the farm worker will need and have to acquire a higher minimum standard of education.

There has already been a rapid expansion in black education with 6,5 million black school pupils in Southern Africa in 1988 representing a 74 % growth since 1980. In the RSA in 1987 there were more than three times as many pupils from the black population group than the other three groups combined. This represents 86,3 % of the children of schoolgoing age attending schools with fewer pupils dropping out of the school system before Standard 4. In 1987 there were 5 575 farm schools catering for about a third of the primary school population under the DET. Compulsory education has already been introduced for Indian (1979) and coloured (1980) children. In the case of Indian children this applies up to the age of fifteen years while for coloured children it is up to the age of sixteen or after obtaining a standard 8-certificate. Generally this means that the farm worker will have a higher educational standard than before, not only qualifying him for greater training but also increasing his job expectation.

3.4.4 The need for continual training of employers and employees

There is no doubt that with rapidly expanding technology it is necessary that both the employer and the employee need continual training and retraining. Not only must the farm worker be trained but he must also be given the opportunity to apply his newly acquired skills in the work situation. This implies that the farmer should have at least the same knowledge or skill as the worker and he should have insight into the content of courses which his workers attend. Unless the worker has the opportunity to implement his new skills, not only will they be lost, but he may also develop a negative attitude towards further training. In this regard it appears as if agriculture is lagging behind similar development in industry.

3.4.5 Demography and training

Agriculture, as the third largest employer of labour in the RSA, needs to bear demographic factors in mind when planning for the future. For example, population projections have a bearing on future employment and unemployment trends. Recent projections done by the

HSRC up to the year 2035 indicate a total population of between 94 million and 118 million people, the biggest growth being in the black population group which, even according to a low fertility projection, will represent 80 % of the population by the year 2000.

There is a tendency towards greater urbanisation which was first noticed among the whites in the 1930s. The 1985 census shows that 89,6 % of the white, 93,4 % of the Asian, 77,8 % of the coloured and 39,6 % of the black population had moved to the cities or larger towns. Since the removal of influx control in 1986 an ever increasing number of black persons has been moving to the urban areas. The improvement in the socio-economic conditions of the black and coloured farm workers has become extremely important if the flow of the new generation of farm workers to the cities is to be limited in order to ensure the availability of farm workers of good quality who are capable of high productivity.

This population growth, the need for greater food production and increased employment, the expanding need of agricultural exports, the growing importance of the RSA as the bread-basket of Southern Africa and agricultural technological advancement will increase the need for more knowledge, higher productivity and increased skills training.

3.4.6 Subsistence and small-scale farming

It has been estimated that 14 million people or 45 % of the total population are supported by subsistence and small-scale farming in the less developed regions of the RSA. It is in these regions, where cattle and goats are valued possessions and maize is produced as the staple diet, that the greatest need for more productive methods prevails and where skills training could be most effective. This Third World component has to deal with problems caused by the system of land tenure, the uneconomic size of farming land and poor farming practices leading to overgrazing. Studies conducted in 1987 by Bembridge indicate that these areas maintain 14 million people and, although they include areas of high agricultural potential, they produce only approximately a third of the potential thus resulting in about 60 % of that population living in varying stages of poverty. Not being able to obtain credit they lack capital for basic implements, seed, fertiliser and insecticides. There are no marketing or price policies while there is a shortage of labour and a lack of agricultural knowledge or management techniques. There is also a shortage of appropriate research into subsistence agriculture as well as a lack of extension officers to assist these agriculturists, resulting in them being unable to cater for their own needs.

A further adverse factor in these regions is that between 40 % and 60 % of the male breadwinners seek work in the urban and industrial regions leaving agriculture in the hands of the women, children and the aged. Owing to the low levels of education and agricultural training they become consumers of their meagre crops and bought produce instead of being producers and over 80 % of family incomes are obtained from pensions or earnings in urban areas and are largely used for buying basic foodstuffs.

3.4.7 Mechanisation in agriculture

Recent research has shown a clear tendency towards greater mechanisation on farms with the resulting decrease in the number of persons, particularly black farm workers, employed in agriculture. Factors which favour this development have been identified as the following:

1. The income tax system which enables a farmer to deduct capital expenditure on farming implements from taxable income and so favours mechanisation.

2. As a farmer's productivity depends on a stable work force there is a tendency to minimise the possible impact of a labour crisis by reducing his dependency on manual labour. Factors identified as possibly leading to a lack of dependability of labour were: low educational level of workers, lack of organisation of seasonal workers, unreliability, theft, spreading of urban unrest to rural areas and alcoholism.

3. Reasons for mechanisation can vary from poor personnel management to poor financial control. On the one hand mechanisation takes place because good industrial relations cannot be maintained while on the other it can occur because of easily obtained credit during a favourable economic period which in turn leads to financial problems as interest rates rise during less favourable periods.

A study of the extent of mechanisation in agriculture shows that 66 % of R486 million spent on agricultural machinery in 1987 was used in the purchase of tractors and harvesting equipment. This has resulted in a ratio of 60 ha per tractor in agriculture in the RSA compared with 144 ha per tractor in Australia. High mechanisation demands a skilled labour force and further studies have indicated that the high maintenance cost of agricultural implements in the RSA is mainly due to the low level of skills of the labour force.

3.5 AN ANALYSIS OF THE TARGET GROUPS

Studies have shown that labour can be the most expensive production factor and this is becoming progressively scarcer on account of increasing urbanisation. Labour costs may constitute over 40 % of the production costs of vineyards for example. For this reason attention should be given to the availability of labour and also to the training of workers. The five target groups previously identified, namely the farmer, farm labourer, staff of co-operatives, co-operative directors and staff of marketing boards will now be considered.

3.5.1 The farmer

The most important function of the farmer is that of manager of his farming undertaking. This implies that he personally requires a high standard of knowledge and skills and that he must be able to impart this knowledge and skill to his employees. Consequently he is the key figure in determining the quality of the production process and the financial success of his undertaking. Research has shown that effective management may lead to an increase of 75 % in productivity and consequently every effort should be made to improve the managerial knowledge of farmers. The formal education institutions such as universities, technikons, agricultural colleges and organisations such as co-operatives, training centres, and experts in management already offer a large range of courses in this field. Recent research has, however, cast doubts on the levels of effectiveness of the specialist and management training of the farmer. Nowadays a high level of skill is required in combining the production factors of land, capital, equipment and labour in order to be a successful farmer and the days have long since passed when this skill could be handed down from father to son. While it is conceded that the standards of management in farming have increased radically during the last decade, present research indicates that the standards achieved are still not satisfactory.

The following is a synthesis of the results of structured interviews with farmers who may be considered as representing a reasonable cross section of the farming community and of whom many may be considered as spokesmen for their group. The consensus of opinion is that farmers in general do not feel the need for further training and consequently do not become involved in skills training in agriculture. Because of this attitude the training of their farm workers does not enjoy a high priority. Many farmers feel that farming is merely a continuation of the practices of their fathers while others feel that they are too old for the new-fangled ideas of the agricultural experts and researchers. Generally this attitude towards new learning is summed up in the following views often expressed in the interviews:

1. There is no time available to be reserved for training because of the multiplicity of demands made by farming. Generally the farmer is responsible for controlling all activities on the farm, with the assistance of untrained or at best, poorly trained employees. Even if there had been time for organised training, he is either too tired or too disinterested to devote it to his workers. However, not all farmers adopt this attitude and it seems that the farmer's approach to training is influenced by the extent of his farming activities and his general attitude towards his staff and training.

2. Learning and reading material is often couched in academic language which the farmer finds difficult to understand and he does not feel inclined to make the effort to master its technicalities. Forms which have to be completed are unnecessarily complicated and are not filled in, and reports remain unread. In order to change this approach it is considered that any course or literature should be functional, practical and be adapted to the farmer's interests and comprehension. Unless a course or an article is capable of being practically applied by the farmer, the information gained is soon lost.

3. It is estimated that up to 80 % of all farmers are seldom if ever involved in training. This is based on evaluation of attendances at farmers' days, involvement in local agricultural associations, attendance at lectures and courses, application of crop rotation and stock removal schemes and defective reading and learning attitudes relative to important reports and information. Co-operative managers indicate that it is always the same small group of farmers who attend lectures, farmers' days, demonstrations or interact with researchers.

4. Some farmers indicated that, as a result of repeated financial setbacks including droughts, floods and rising prices as a result of the exchange rate as well as problems concerning suitable labour and wages, they have lost their enthusiasm for farming.

5. Another generalisation is that most farmers have an inadequate knowledge of financial management especially with respect to estimating, budgetary control and cash flow control. These matters should receive greater emphasis in courses at

universities, agricultural colleges and technikons so that students are aware of them before commencing farming.

6. There is also a need for training in manpower management in the present labour relations climate as the problems of the future will centre not only on obtaining but also on retaining suitable farm labour.

7. It cannot be anticipated that spectacular advances can be expected in the training of farm workers or even the attitude of farmers to such training. These matters should receive ongoing attention and all agricultural courses should also address these needs.

8. The farmer also needs training or orientation so that he knows how to make the best use of trained farm labour. Without this orientation the value of the trained worker may not be appreciated or unrealistic expectations of what he is capable of may be created. It might even mean that after training, a new approach to farming is required in order to develop the trained worker's full potential.

Other studies have shown the following reasons why farmers at times are not prepared to allow their workers to undergo training:

1. The services of a well-trained worker are not appreciated owing to lack of information regarding the advantages that could be derived from the use of suitably trained workers.

2. There is the fear that a well-trained worker could make his services available to other farmers who did not bear the cost of the training.

3. While training represents a long-term investment in labour the farmer looks for a short-term return on training costs.

4. The cost of travel between a farm and a well-equipped training centre could be beyond the means of the small farmer.

3.5.2 The farm worker

Over 80 % of all farm workers are drawn from the black population group and over 16 % are coloured persons, the latter representing a significant percentage of all farm workers in the Western Cape. These groups which provide the main source of farm labour make it quite clear that the cost of labour will increase and that higher productivity and far greater attention to training will be necessary in the future. However, in addition to training, attention will have to be given to other matters such as selection of workers, motivation and improved working conditions such as basic wages, housing, working hours, leave, pensions and medical aid. Few farmers have the ability or the time to train their employees and there is also resistance to sending farm workers away for protracted periods of training. At the same time the workers are expected to be able to handle expensive equipment and carry out their tasks effectively. The indications are that organised training needs to be decentralised, given near the place of work and consideration could be given to training by means of mobile training units.

The following factors were identified during interviews of farm workers while they were attending training courses and although they were the views of a selected group there is no indication that they do not represent the views of farm workers generally:

1. A communication gap exists between the farmer and his workers largely on account of language and cultural differences. If attention is given to this in training then a new generation of farmers and workers will possibly be able to communicate more effectively.

2. Farm workers would like to be given responsibility and then be treated and remunerated accordingly. Farmers who aimed at achieving this have found that the self-image of the worker was enhanced where he was prepared for and given responsibility. They have also found the payment of bonuses for responsibility and reliability to be effective and that good training, together with delegation of responsibility and recognition of the work being done, has led to higher productivity, reduction of the cost of repairs to equipment, stock loss and neglect have been minimised and unnecessary absence from work was eliminated.

3. It also appears that in addition to training, priority should be given to the social, economic, religious and moral upliftment of the worker and his family with a resulting growth in a sense of responsibility and increase in productivity. In this

regard the farmer finds himself in a different position relative to his workers than do other employers in industry. The farm worker and his family, with all their problems, live on the farms and bring the farmer into closer contact with their everyday lives and for longer periods of time than is the case with other employers. Farmers are not always trained or motivated towards the task of upliftment and feel that the state and society have a responsibility in this regard. On the other hand many farmers' wives and community organisations have realised this need and have taken positive steps to address it.

4. Training personnel have indicated that farm workers become accustomed to facilities such as running hot and cold water, basic housing and regular meals while on training programmes and then become discontented when returning to the farm where these facilities do not exist. Farmers often find that on account of their own financial position they are not able to provide such facilities which may then make them averse to training.

5. In many cases farm workers had no other option than farm work. They were born on the farm where their parents and even grandparents were employed and were automatically absorbed into the farming activities as they grew up. They consequently received little or no education or training which would qualify them for any other occupation.

6. Generally most farm workers have had little or no education and have consequently not become literate. They indicated that they would like to become educated and literate as this would have an influence on their own trainability. Trainers indicated that illiteracy could be traumatic for workers who are sent on training courses. Farm workers who were interviewed were well motivated with regard to training even though in many cases they were illiterate. Views were expressed that the training should take place other than on the farm at a point where the necessary facilities exist. It was felt that on the farm training was inhibited by the presence of the farmer and because routine and domestic tasks still had to be done. A certain status was attached to being sent away to attend a training centre and great value was attached to certificates issued by such centres.

7. It should be borne in mind that the interviewed farm workers were attending training courses, probably came from more progressive farms and consequently were better disposed towards farm work. Some of these workers, particularly the older

generation, as well as those who were satisfied with farm work, indicated that they would encourage their children to choose farm work as a career. Those who were prepared to encourage their children to do farm work indicated that they would urge them to obtain skills and certification before commencing work. In cases where parents placed a high priority on education, however, they indicated that they would encourage their children to undertake farm work only if unable to obtain other work.

It does appear that the younger generation and the educated farm worker do not encourage their children to consider farm work as a career. They consider farm housing as inadequate; the house never becomes their property; in specific cases the treatment and wages of farm workers are poor and living standards on farms are too low to make farm work attractive as a career.

8. Training must be seen by the worker as relevant to his job and it should train him in skills in which he has an interest. It appears that in some cases the decision on training is an arbitrary one taken by the farmer without consultation with the worker; in isolated cases the worker did not even know what course he was to attend when sent to a training centre. These matters need careful attention in motivating workers to be positive about training.

9. Farmers have expressed concern about the possibility of trade union activity among farm workers which could lead to the setting of minimum wages and service conditions which the farmer could not afford and which would disturb farm labour relations. Such action could result in the reduction in the number of farm workers employed and lead to greater unemployment among this sector of the population.

3.5.3 Agricultural co-operative personnel

There are at present 252 agricultural co-operatives in operation and, on account of combinations of wine co-operatives, 190 registered agricultural co-operatives employing about 75 000 staff of whom 22 000 are white and most of the remainders are black employees. The capacities in which they are employed vary from manager, administrative staff, typists, to artisans and labourers. The co-operative functions include buying, administration, marketing, financing, personnel, production and external relations. The external relations include giving advice to farmers on financial, management and technical matters relative to the farming operations. Research has shown that the co-operatives are the most important source of such advice to farmers. Over the years various bodies have given attention to the training of co-operative personnel, including the SA Institute of Administration and Commerce which still offers a diploma course for co-operatives. A significant contribution to training was made by an Institute for Co-operatives set up between the SAAU Co-operatives Council and the University of Potchefstroom and in 1985 approximately 2 000 people received training at various decentralised points. Since 1986 this training function has been taken over by the Education Committee of the SAAU owing to the termination of these activities by the university. Various co-operatives offer training in aspects of co-operative activities to their own personnel, but there is a need for joint action in establishing training needs, development of courses and the exchange of expertise. This combined action in training for co-operatives is receiving the attention of the SAAU.

The interviews held with co-operative personnel highlighted the following matters:

1. Attention was drawn to the fragmentary nature of the present training offered more particularly to branch personnel as well as the need for a standardised curriculum offered on a national basis. There are a number of short courses available on a variety of topics such as financial management, personnel management, general management, etc. and although they are relevant and of value in the short term, they are generally too short and compact to lead to a recognised meaningful qualification. The Education Committee of the SAAU has been asked to consider the possible co-ordination of this training.

2. A need exists for a central co-ordinating body for training such as an industry training board where all agricultural training could be registered. Such a body would eliminate unnecessary duplication of training by various bodies such as co-operatives, universities, etc. and ensure the standards of training. There appears to be merit in a system of standardised training being offered in a limited number of centres.

3. It was felt that the design of a suitable course and its presentation on a national basis would be of benefit to all parties in agriculture. A general course for co-operatives would enable trained personnel to be appointed to posts in any co-operative and also enable persons to act for others during their absence from work. It was also considered an advantage if a person could attend a full-time or sandwich course of training for work in a co-operative after leaving school. Many of the younger employees indicated that they would like to attend a course leading to a recognised

qualification but thought their working conditions would make it difficult for them to succeed in a correspondence course.

4. Views on the structure of a suitable course indicated that on the one hand it should not be made too specific for co-operatives and that general principles of management should be dealt with. There should, however, be specific optional subjects such as silo management, sales, stores control or purchasing management, etc. applicable to co-operative activities. At the same time the management courses should be practical and career-oriented and not be of a highly academic nature as staff members must be trained for a co-operative career and must be practical people. For these reasons there were strong views that such a course could be offered as a technikon sandwich course leading to a national diploma.

5. There was also a need for a uniform promotion structure in co-operatives with standard post designations and job descriptions which could be implemented in all co-operatives on a national basis.

3.5.4 Directors of co-operatives

Directors of co-operatives are appointed at the annual general meeting of the co-operative from members who are farmers and members of the co-operative. The act governing co-operatives determines that there shall be not fewer than three and not more than 14 directors and that one third of them will be elected each year on a rotation basis. The board of directors of a co-operative controls the affairs of the co-operative. There are in the order of 2 000 directors who have been elected to the boards of agricultural co-operatives. While these directors have a knowledge of farming they have not been trained to control the various activities of co-operatives. In 1978 courses for directors were implemented and during 1979/1980 35 such courses offered which included co-operative theory and practice, co-operative relations, personnel policy, etc. and 617 directors of 82 agricultural co-operatives attended. These courses were discontinued and at present the Education Committee of the SAAU has taken over the responsibility for this training. The importance of the training of directors is accepted but the co-ordination of such training is very challenging because of the wide range of their backgrounds. Research showed that of 546 directors 39 % had a tertiary education qualification, the remainder having a wide range of school qualifications. It is quite clear that there is a real need for standardised and co-ordinated training for directors to enable them to take meaningful decisions on co-operative policy matters.

3.5.5 The agricultural marketing boards

At present there are 22 agricultural marketing boards such as the Meat Board, Wool Board and the Cotton Board which play a very important role in agriculture. They have already addressed the problems of training of their own staff and some provide a measure of specialised training to their agricultural sector. They have established a Co-ordinating Committee for Agricultural Marketing Boards which decided in 1985 to proceed with a number of common training courses. A part-time training adviser was appointed in order to assist in this work. Eleven of the boards had also decided to acquire a series of common training videos. By 1988 the Wool, Dairy, Tobacco, Mealie, Banana, Egg, Oilseed, Cotton, Meat and combined Potato, Dry Beans and Grain Sorghum (ADG) Boards had initiated combined courses conducted in Pretoria. The type of short courses, of three to eight days' duration, which were conducted, were on negotiating skills, private secretaries, meeting procedures, marketing, etc. Use was made of part-time lecturers available in the Pretoria area. The individual boards also have their own in-service training courses and subsidise courses or provide bursaries for study or training conducted by other organisations. The type of course currently being planned such as training of public relations officers, receptionists and supervisors seems appropriate for technikons and technical colleges and it seems that greater use could be made of such institutions thereby assuring standardisation of content and certification.

3.6 EXISTING TRAINING FACILITIES

There are a very large number of organisations, bodies and individuals involved in skills, training and upliftment in the agricultural sector. These bodies include those selling agricultural equipment and implements, fertilisers, chemicals and insecticides, agricultural control boards, agricultural co-operatives, farmers' organisations, formal educational institutions conducting non-formal courses, training centres of various types, the Department of Agriculture and Water Supply and the Department of Health and Community Development, certain foundations such as the Rural Foundation as well as the SAAU. Much of this work is not only involved in training but also concerns itself with the general upliftment of the socio- economic conditions of the farm worker. In this regard particular efforts have been made by women's organisations as well as by individual farmers' wives. It is not possible to give a full account of all of these activities as this would be an impossible task particularly due to the unco-ordinated nature of the activities. There is no doubt that there is a need for some measure of co-ordination, standardisation and certification in the training activities in order to make them more planned and effective. At the AGM of the SAAU in 1986 attention was already drawn to this aspect. In this regard some sections of agriculture have already given attention to these matters and the efforts of the Timber Industry Manpower Services (TIMS) and the SA Sugar Association in standardising and conducting courses are significant.

3.6.1 Training in formal institutions

Formal training is offered in universities, technikons and agricultural colleges but this falls outside the scope of this investigation. However, short courses, refresher courses and farmers days are held at the agricultural colleges such as Elsenburg, Cedara, Grootfontein, etc., the universities such as Pretoria, Stellenbosch or Natal and at the Pretoria Technikon. Such courses are run to meet specific demands and are designed to help the farmer keep pace with development in agriculture. There are at present eleven technikons and a distance learning technikon which cater for all population groups as well as 109 technical colleges which have facilities not being utilised in agricultural training.

3.6.2 Training registered with the Department of Manpower

1. There are nine group training centres in the RSA all of which among a wide range of courses provide some measure of agricultural training. The Boskop Training Centre is one of these and was established in 1977 specifically for training in the farming sector and the bulk of its courses today still concentrate on agriculture. Where such courses have been registered with the Department of Manpower a rebate of 75 % of the approved course fee is paid to the centre and the employer is responsible for 25 %. This amount as well as other legitimate costs of training on such courses, is deductible from the employer's earnings for income tax purposes. In addition to these registered courses, the centres offer non-registered courses and seminars to which the rebate is not applicable. In the group training centres during 1987, on registered training courses, there were 3 363 workers trained in agriculture, 1 440 in supervision, 2 501 operators and 1 325 in tractor repairs and maintenance, many of whom came from the agricultural sector. These centres also train workseekers and the unemployed who will be dealt with in Chapter 5 of this report. It may be mentioned, however, that in 1987 a further 4 504 unemployed persons were trained in agriculture.

2. Training also takes place in private training centres and private training schemes

registered with the Department of Manpower for income tax purposes. During 1987 there were 3 648 employees trained in agriculture, 588 in the timber industry and 3 906 employees trained in the sugar industry in private training centres while in registered private training schemes 6 895 were trained in agriculture, 2 907 in timber, 809 in sugar, 365 in dairy and 386 in the tobacco industry.

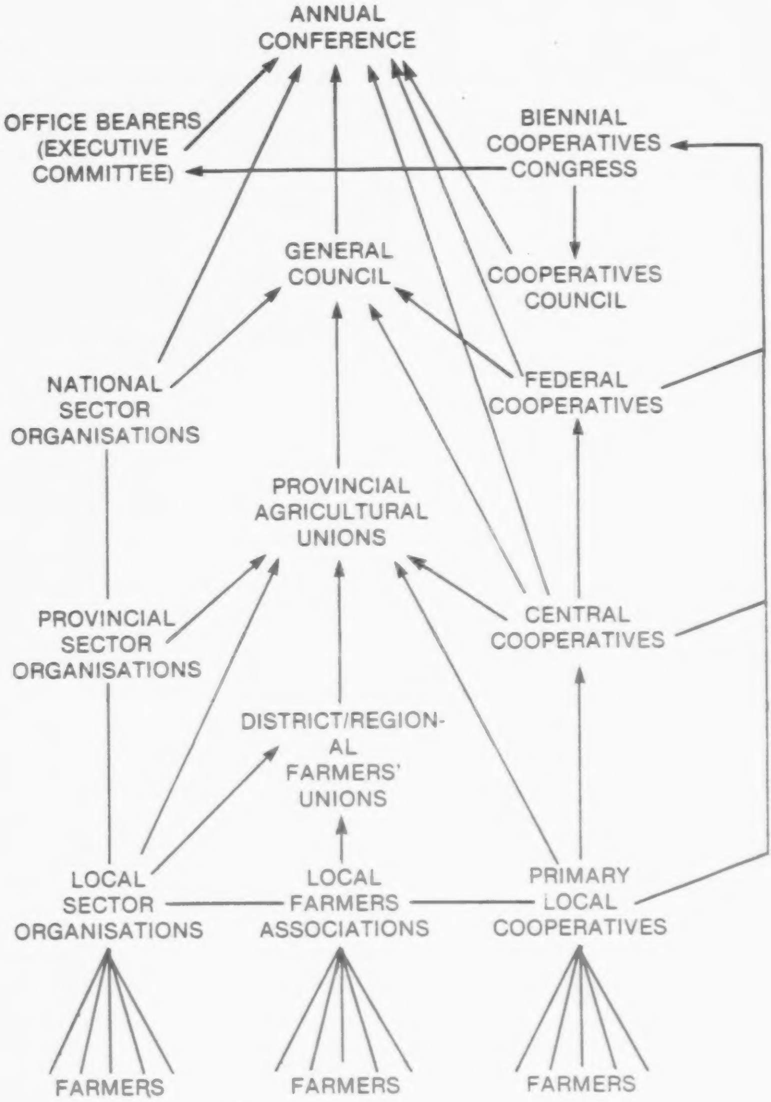
3.6.3 Training centre - Kromme Rhee

In 1964 a training centre for coloured farm workers in the Cape Province was established at Kromme Rhee which is now under the control of the Department of Local Government/Housing and Agriculture (House of Representatives). Although it receives requests from farmers to train their black workers it has to give priority to the training of coloured workers. This centre trained 6 329 workers between 1964 and 1980 which represents only a small percentage of more than 90 000 coloured workers in the region.

3.7 THE SA AGRICULTURAL UNION (SAAU)

Undoubtedly the most important organisation in agriculture in the RSA is the SAAU. This body has a very interesting structure which has succeeded in bringing together the provincial agricultural unions, the co-operatives and the agricultural sector organisations, such as the Sugar Association, as members of the Union and its General Council. The farmer receives representation by virtue of his membership of the local farmers' association, co-operative or sector organisation. The farmers' associations are banded into district or regional farmers' unions, provincial agricultural unions and the SAAU. The co-operatives are structured as primary co-operatives, central co-operatives and federal co-operatives which meet at the co-operative conference and form the Co-operative Council linked to the SAAU and the General Council. The sector organisations also consist of local, provincial and national agricultural sector organisations such as the SA Sugar Association or the National Wool Growers Association. The SAAU is funded by annual fees from its members who belong to provincial agricultural unions, co-operatives and national agricultural sector organisations. Funds are also obtained from building rentals earned by its SAAU building in Pretoria and a payment of 0,02 % of the levy on all organised agricultural produce as administered by the state in terms of Section 46 of the Marketing Act, 1968 (Act No. 59 of 1968). The structure of the SAAU is given in Figure 3.1.

FIGURE 3.1 THE STRUCTURE OF THE SAAU ANNUAL CONFERENCE


ANNUAL CONFERENCE
OFFICE BEARERS (EXECUTIVE COMMITTEE)
BIENNIAL COOPERATIVES CONGRESS
GENERAL COUNCIL
COOPERATIVES COUNCIL
NATIONAL SECTOR ORGANISATIONS
FEDERAL COOPERATIVES
PROVINCIAL AGRICULTURAL UNIONS
PROVINCIAL SECTOR ORGANISATIONS
CENTRAL COOPERATIVES
DISTRICT/REGIONAL FARMERS' UNIONS
LOCAL SECTOR ORGANISATIONS
LOCAL FARMERS ASSOCIATIONS
PRIMARY LOCAL COOPERATIVES
FARMERS
FARMERS
FARMERS

3.7.1 The Education Committee of the SAAU

The Education Committee of the SAAU was originally established in 1960 as a body for training for the co-operatives and was changed into its present form by 1982. It consists of two representatives of the General Council, three members of the Co-operatives Council and representatives of the provincial agricultural unions, the secretary of the education committee being the Training Manager of the SAAU. The functions of this committee are to co-ordinate, activate, evaluate and as far as possible standardise education, training and development in agriculture. The committee itself does not conduct training but looks rather to the infrastructures and expertise of existing public and private sector training organisations. It has also been realised that decentralisation of training effort is necessary and that matters which are of a regional nature should be resolved within the region concerned.

3.7.2 Manpower committees

Each provincial agricultural union has established its own manpower committee which operates under the provincial union. Matters are brought to such committees attention from individual farmers' associations or from regional unions. If they are felt to be national matters then they are dealt with by the education committee. The manpower committees monitor courses, attempt to co-ordinate courses at a regional level and address training and educational matters in their region.

3.7.3 The Association for the Co-ordination of Training in Agriculture

This Association came into being in 1985 to serve as a forum for all organisations involved in non-formal training in agriculture. Apart from the SAAU, membership consists of representatives of TIMS, The SA Sugar Association,group training centres, the Rural Foundation and other bodies involved in in-service training in agriculture. The aim of this forum is to bring about an overall agricultural training strategy for the RSA, the establishment of adequate training facilities, to create effective communication between the various training organisations and the establishment of adequate training standards.

3.8 FINDINGS

Where applicable forestry and fishing are included in the term "Agriculture" where used in these findings and proposals.

F3.1 AGRICULTURE, AS ONE OF THE ECONOMIC SECTORS, IS OF PARTICULAR STRATEGIC VALUE TO THE RSA BOTH AS A PRODUCER OF FOOD AND FIBRE AND AS AN EMPLOYER OF LABOUR, ESPECIALLY BLACK LABOUR, IN A PERIOD OF RAPID POPULATION GROWTH AND GROWING UNEMPLOYMENT. IN VIEW OF THIS ITS MANPOWER DEVELOPMENT NEEDS REQUIRE SPECIAL CONSIDERATION.

F3.2 AGRICULTURE IS UNIQUE IN THE SENSE THAT IT NOT ONLY PROVIDES EMPLOYMENT OPPORTUNITIES BUT ALSO HOUSING AND A COMMUNITY LIFE FOR ITS EMPLOYEES AND THEIR DEPENDENTS. THIS PLACES A MAJOR RESPONSIBILITY ON AGRICULTURE NOT ONLY FOR SKILLS TRAINING BUT ALSO FOR SOCIO-ECONOMIC UPLIFTMENT WHICH REPRESENTS A FINANCIAL RESPONSIBILITY BEYOND THE MEANS OF AGRICULTURE. UNLESS AGRICULTURE RECEIVES FINANCIAL AND OTHER ASSISTANCE IN THE PROCESS OF UPLIFTMENT AND THE CREATION OF CAREER STRUCTURES WITHIN AGRICULTURE, THE MOVE FROM THE FARMS TO THE CITIES WILL CONTINUE, CREATING GREATER URBAN UNEMPLOYMENT WITH CONSEQUENT SOCIAL PROBLEMS. AT THE SAME TIME MANPOWER SHORTAGES ON THE FARMS COULD BECOME WORSE THUS RESULTING IN GREATER MECHANISATION AND LOSS OF JOB OPPORTUNITIES.

F3.3 SUBSISTENCE AGRICULTURE FOR PEOPLE IN A TRADITIONAL CULTURE DOES NOT AT PRESENT MAKE THEM SELF-SUFFICIENT FOR A LARGE VARIETY OF REASONS BEYOND THE CONTROL OF THE INDIVIDUAL. THESE INCLUDE LAND TENURE, LACK OF SKILLS AND INSUFFICIENT CAPITAL WHICH DO NOT ENABLE THEM TO PROVIDE FOR THEIR OWN NEEDS LET ALONE MOVE TO A CASH CROP BASIS.

F3.4 SKILLS TRAINING IN AGRICULTURE IS OFFERED BY A LARGE VARIETY OF ORGANISATIONS WITH A WIDE RANGE OF OBJECTIVES, CONTENT AND STANDARDS. CONSEQUENTLY IT HAS BECOME UNCO-ORDINATED AND FRAGMENTED WITH A LACK OF UNIFORMITY IN CERTIFICATION AND

RECOGNITION GIVEN TO COMPLETED TRAINING. THIS POINTS TO THE NEED FOR A BODY TO PLAN, DEVELOP STRATEGIES, INTEGRATE AND SET STANDARDS FOR AGRICULTURAL TRAINING ON A BROAD OVERALL BASIS.

F3.5 WHILE CENTRALISATION OF SKILLS TRAINING IN AGRICULTURE MAY BE ATTRACTIVE FROM A COST-EFFECTIVE POINT OF VIEW, IT IS CONSIDERED THAT TRAINING, PARTICULARLY THAT OF FARM WORKERS, NEEDS TO BE DECENTRALISED TO TAKE IT AS NEAR AS IS FEASIBLE TO THEIR PLACE OF WORK AND RESIDENCE. THIS ALSO IMPLIES A FORM OF IN-SERVICE TRAINING ESPECIALLY WITHIN CO-OPERATIVES AND CONTROL BOARDS, BUT SUCH TRAINING SHOULD BE UNDER THE AUSPICES OF THE CENTRAL TRAINING BODY WITH REGARD TO ITS STANDARDS, ETC.

F3.6 AT PRESENT THERE IS A GREAT DEAL OF FRAGMENTATION OF TRAINING NOT ONLY BETWEEN THE DIFFERENT SECTORS OF AGRICULTURE BUT ALSO WITHIN ANY ONE SECTOR. THIS FRAGMENTATION HAS LED TO DUPLICATION OF EFFORT IN DESIGNING AND IMPLEMENTING DIFFERENT COURSES OFTEN HAVING SIMILAR OBJECTIVES AND COMMON CONTENT BUT DIFFERING STANDARDS. THIS ALSO POINTS TO THE NEED FOR OVERALL PLANNING AT CENTRAL AND REGIONAL LEVELS.

F3.7 THERE IS GENERALLY A LACK OF APPRECIATION OF THE MERITS OF SKILLS TRAINING, PARTICULARLY AMONG FARMERS, AND CONSEQUENTLY THE LACK OF MOTIVATION FOR THE FARMER TO ENSURE THAT HIS FARM WORKERS ARE ADEQUATELY TRAINED. THEREFORE THERE IS A GREAT NEED TO PROPAGATE A POSITIVE CLIMATE IN AGRICULTURE IN WHICH SKILLS TRAINING CAN BECOME FULLY DEVELOPED.

F3.8 THERE IS A NEED FOR ALTERNATIVE FORMS OF TRAINING TO BE MADE AVAILABLE PARTICULARLY FOR THE FARMER AND STAFF OF CO-OPERATIVES OR CONTROL BOARDS. DISTANCE LEARNING COUPLED WITH A MINIMUM COURSE ATTENDANCE COULD BE AN EFFECTIVE ANSWER TO TRAINING FOR PEOPLE WIDELY DISPERSED AND NOT ABLE TO LEAVE THEIR PLACE OF WORK FOR PROTRACTED PERIODS. AT PRESENT, INSTITUTIONS SUCH AS THE TECHNIKON RSA OR TECHNISA (TECHNICAL COLLEGE OF SOUTH AFRICA) HAVE NOT BECOME INVOLVED IN ANY SUCH TRAINING EFFORTS.

F3.9 THERE IS A REAL NEED FOR THE EMPLOYER, PARTICULARLY THE FARMER, TO HAVE AN INSIGHT INTO THE CONTENT OF TRAINING COURSES AND TO ACCEPT WHAT IS BEING TAUGHT AND THE SKILLS REQUIRED. FRUSTRATION AND WASTE OF EFFORT TAKES PLACE AT PRESENT WHEN THE WORKER IS NOT ABLE TO PRACTICE THE NEWLY LEARNED SKILLS ON RETURNING TO HIS WORK PLACE BECAUSE HIS EMPLOYER IS NOT AWARE OF, OR DOES NOT AGREE WITH, SKILLS WHICH HAVE BEEN NEWLY ACQUIRED BY HIS WORKERS.

F3.10 THERE IS A NEED FOR A UNIFORM STRUCTURING OF ALL COURSES IN AGRICULTURE WITH RESPECT TO MATTERS SUCH AS ADMISSION STANDARDS, DURATION, OBJECTIVES, CONTENT AND EVALUATION. IT SEEMS THAT IN AGRICULTURE GENERALLY GOOD USE COULD BE MADE OF A WELL-PLANNED SYSTEM OF MODULAR COMPETENCY-BASED TRAINING.

F3.11 THERE IS A PARTICULAR NEED FOR WELL-PLANNED TRAINING AND CERTIFICATION OF STAFF MEMBERS OF THE CO-OPERATIVES AND CONTROL BOARDS.

3.9 PROPOSALS

P3.1 AS AGRICULTURE IS ONE OF MANY SECTORS OF THE ECONOMY, ITS MANPOWER SKILLS TRAINING, LIKE THAT OF ALL OF THE OTHER INDUSTRY SECTORS, SHOULD FALL WITHIN THE SCOPE OF THE DEPARTMENT OF MANPOWER WITH ITS SYSTEM OF ACCREDITED TRAINING BOARDS AND CASH GRANT SYSTEMS.

P3.2 ON ACCOUNT OF THE STRATEGIC IMPORTANCE OF AGRICULTURE, THE SOCIO-ECONOMIC IMPLICATIONS AND UNEMPLOYMENT PROBLEMS IN THE BLACK COMMUNITY, AGRICULTURAL SKILLS TRAINING AND PARTICULARLY THE SOCIAL UPLIFTMENT REQUIRES SPECIAL FINANCIAL AND TRAINING CONSIDERATION.

P3.3 THE SUCCESS OF SKILLS TRAINING IN AGRICULTURE IS PRIMARILY DEPENDENT ON THE CREATION OF AN INFRASTRUCTURE WHICH WILL DEVELOP AND CO-ORDINATE SUCH TRAINING. BECAUSE OF THE

STRATEGIC IMPORTANCE OF AGRICULTURE AND THE NEED FOR SOCIO-ECONOMIC UPLIFTMENT OF FARM WORKERS AND THEIR FAMILIES IT IS RECOMMENDED THAT AN ANNUAL GRANT BE PAID BY THE TREASURY TO THE SAAU IN ORDER TO CREATE AND MAINTAIN SUCH INFRASTRUCTURE.

P3.4 AN AGRICULTURAL TRAINING BOARD SHOULD BE ESTABLISHED IN ORDER TO PROPAGATE, CO-ORDINATE AND ACCREDIT SKILLS TRAINING COURSES IN AGRICULTURE AND ORGANISED AGRICULTURE, ACTING THROUGH THE EDUCATION COMMITTEE AND THE SAAU AS WELL AS THE FORESTRY COUNCIL AND THE SUGAR ASSOCIATION, SHOULD PLAY AN IMPORTANT ROLE IN THIS REGARD.

P3.5 DEVELOPING AND CO-ORDINATING SKILLS TRAINING IN AGRICULTURE SHOULD BE DONE ON A REGIONAL AND SECTORIAL BASIS WHICH WILL CALL FOR REGIONAL AND SECTORIAL COMMITTEES LINKED TO THE NATIONAL BODY/ORGANISATION.

P3.6 THE SAAU SHOULD EMBARK ON AN INTENSIVE CAMPAIGN TO AROUSE AN AWARENESS OF FARMERS, AS EMPLOYERS, TO THE IMPORTANCE OF SKILLS TRAINING PARTICULARLY FOR THEIR WORKERS BUT ALSO FOR THE FARMER HIMSELF BY ACTIVELY INVOLVING HIM IN THE TRAINING PROCESS.

P3.7 THE PROPOSED AGRICULTURAL TRAINING BOARD SHOULD INVESTIGATE, IN CONJUNCTION WITH EDUCATIONAL INSTITUTIONS, THE INTRODUCTION OF DISTANCE LEARNING IN THE LIGHT OF THE PARTICULAR LEARNING NEEDS OF THE TARGET GROUPS WHICH HAVE BEEN IDENTIFIED.

P3.8 SPECIAL ATTENTION WILL HAVE TO BE GIVEN TO THE PARTICULAR TRAINING NEEDS OF PERSONS INVOLVED IN SUBSISTENCE AGRICULTURE. THIS REQUIRES RESEARCH INTO THEIR NEEDS AND SYSTEMS WHICH ARE APPROPRIATE TO THE PROBLEMS. CURRENT HIGH-LEVEL TECHNOLOGICAL AGRICULTURAL RESEARCH DOES NOT ADDRESS THESE PROBLEMS.

RESEARCH

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CHAPTER 4

THE PRESENT POSITION OF SKILLS TRAINING IN THE VARIOUS INDUSTRY SECTORS

4.1 INTRODUCTION

In the previous chapter the agricultural sector was looked at. It is now necessary to consider skills training in the other economic sectors. Because of the vast range of industries there is a real danger that the investigation could become bogged down in voluminous detail. For this reason it was decided at the outset that research would have to be conducted on a macro level and there would be a need to look at overall trends rather than at details in training. Consideration would have to be given to a suitable infrastructure within which an individual industry could develop its training in order to meet its specific needs. In the first place it is necessary, however, to obtain a clear picture of the industry sectors and their importance relative to one another in terms of their contribution to the economy and creation of employment.

4.2 THE VARIOUS INDUSTRY SECTORS

The Central Statistical Services classes the various sectors as shown in Table 4.1.

4.3 CONTRIBUTION OF EACH SECTOR TOWARDS THE GROSS DOMESTIC PRODUCT (GDP)

Table 4.2 gives details of the contribution of each sector towards the GDP as well as the gross remuneration of employees in the sector.

Table 4.2 gives a clear indication of the relative importance of manufacturing with respect to its total contribution to the GDP as well as total salaries paid. It should be realised, however, that while this is a sector in which skills training should play an important role, it is not a homogeneous sector as it consists of a very large number of different industries and the size of undertakings varies from one-man concerns to major undertakings. The contribution to the GDP by manufacturing is followed by mining, finance and the government sectors and the comparatively lower salary levels in mining point to a high capital investment.

Table 4.1 Standard Classification of Industry Sectors

Sector	Sector Includes
Agriculture	Agriculture, forestry and fishing
Construction	Building and civil engineering contractors
Electricity, gas and water	
Finance	Finance, insurance, real estate, business services
General government	Central, provincial and local government including enterprise departments
Manufacturing	All manufacturing, i.e. food, beverages, textiles, etc.
Mining	Mining and quarrying
Services	Community, social and personal services including education, para-statals,laundries.
Trade	Wholesale and retail trade, catering and accommodation services
Transport and communication	All road, rail, air and water transport, SATS, post and telecommunications
Other	Household services and non-profit organisations

(Source : SA Statistics)

4.4 EMPLOYMENT AND PRODUCTIVITY

The employment in the various sectors during 1987 is shown in Table 4.3. This table gives a clear indication of the employment generated by the various economic sectors particularly relative to the black community.

In order to illustrate the lack of homogeneity of the manufacturing sector it is broken down into its industry components in Table 4.4 while the trade sector's component industries are shown in Table 4.5.

Table 4.2 GDP per Sector (excluding agriculture) - 1985

Sector	GDP 1985 prices R million	1980 constant prices R million	Remuneration of employees R million	GDP % distribut.	Change in % 1950-1985
Mining	17 287	12 909	5 812	15,7	2,4
Manufacturing	24 453	11 883	14 283	22,3	3,9
Electricity	4 138	2 577	1 078	3,8	2,1
Construction	3 959	1 940	3 159	3,6	0,5
Trade	12 536	8 074	8 906	11,5	-3,3
Transport	9 568	5 248	6 188	8,7	-0,5
Finance	16 146	7 498	5 589	15,0	5,7
Services	1 831	1 067	840	1,7	-0,1
Government	14 205	6 275	13 480	13,0	5,3
Other	2 378	1 414	2 313	2,2	-2,1

(Source: S A Statistics. Tables 21.6, 21.9, 21.10, 21.11)

Note. 1. The percentage distribution is calculated on 1985 prices.
2. The change in percentage distribution is at current prices.

In the light of the contribution that each sector makes towards the GDP and employment creation, it is useful to consider their labour productivity rates. Reference is often made to the low labour productivity in the RSA and this is an area in which skills training can make a significant contribution. Labour productivity is the ratio of the physical output of products and services to the physical input of labour or the output per unit of labour input. Labour productivity rates for the broad economic sectors are given in Table 4.6.

The labour productivity index (LPI) for mining has shown a steady decline from 134,1 in 1970 to the present 91,1, except for a slight increase from 1981 to 1988.

Table 4.3 Employment in Economic Sectors (excluding agriculture) - 1987

Sector	Total	White	Coloured	Asian	Black
Mining	763 319	81 027	9 147	800	672 345
Manufacturing	1 325 800	294 500	237 400	88 500	705 400
Electricity	56 850	22 800	3 400	50	30 600
Construction	300 100	41 400	46 800	5 600	206 300
Trade	754 944	263 862	94 965	42 041	354 076
Transport	387 615	156 386	39 947	8 434	182 848
Finance	161 351	117 243	15 543	6 610	21 955
Services	1 212 804	413 126	153 814	34 292	611 572

(Source : SA Labour Statistics - 1988. Tables 2.2.1.)

This is a matter of some concern on account of the dominant position of mining in the economy, but it is directly related to the grade of ore being mined as well the depths at which mining occurs. As gold is considered to be the end product of gold mining, labour productivity is calculated on the basis of the gold produced and not the ore mined. In fact over the period referred to there has been an overall increase in productivity based on the ore milled. The productivity rate of manufacturing in the RSA is important when compared with productivity rates of international competitors. An analysis of LPI rates for 1986 for a number of overseas countries indicates that our LPI is well below average in textiles, clothing, leather, wood and wood products, chemicals, non-metallic mineral products, metal products, machinery and transport equipment while that of paper and paper products is the highest of nine countries.

4.5 THE ORGANISATION OF INDUSTRIES

Since 1924 an industrial council system has evolved in the RSA which is effective in regulating industry and which functions under the Labour Relations Act, 1956 (Act No. 28 of 1956). The industrial council consists of an equal number of representatives of employers and employees and their decisions form the industrial council agreement which, when published in the Government Gazette, is binding on the industry.

Table 4.4 Employment in Manufacturing - 1987

Industry	Total	White	Coloured	Asian	Black
Food	171 600	25 900	27 300	9 700	108 700
Beverages	35 400	6 800	5 400	700	22 500
Tobacco	4 400	1 300	900	-	2 200
Textiles	102 500	9 700	24 900	6 800	61 100
Clothing	112 000	5 000	49 500	26 300	31 200
Leather	10 100	900	3 700	900	4 600
Footwear	28 300	1 200	11 900	8 600	6 600
Wood	50 700	4 200	7 200	800	38 500
Furniture	30 200	4 300	9 100	3 800	13 000
Paper	35 400	7 500	6 500	4 400	17 000
Printing	45 200	19 400	9 500	4 600	11 700
Chemical	93 400	33 000	9 700	3 700	47 000
Rubber	18 700	4 100	2 300	900	11 400
Plastic	23 800	4 200	5 100	1 000	13 500
Mineral	79 500	12 300	7 800	800	58 600
Basic Metals	110 100	41 900	2 500	1 600	64 100
Metal Products	123 700	29 400	13 500	3 900	76 900
Machinery	65 000	27 300	6 700	2 600	28 400
Elec. Machinery	66 600	20 800	11 500	2 700	31 600
Transport Equip	93 700	30 500	15 200	3 400	44 600
Prof. Equip.	5 500	1 000	1 500	300	2 700
Other	20 000	3 800	5 700	1 000	9 500

(Source : SA Labour Statistics - 1988.)

The agreement contains details of minimum wages, hours of work, leave and vacations, etc. The industrial council system is intended to create stable and orderly conditions within the industry in which the individual firm operates. It is also in this climate that training is able to take place. Industrial councils may be set up for a particular industry on a national, provincial or regional basis and the boundaries of the area of influence of

Table 4.5 Employment in Trade - 1987

Industry	Total	White	Coloured	Asian	Black
Wholesale	218 300	84 200	25 500	13 300	95 300
Agricultural	-	-	-	-	-
Marketing Boards	3 144	2 062	265	41	776
Retail	373 900	127 400	49 400	20 600	176 500
Motor	112 500	42 300	13 400	5 300	51 500
Hotels	47 100	7 900	6 400	2 806	30 000

(Source : SA Labour Statistics - 1988. Tables 2.2.1.)

Table 4.6 Labour Productivity Index per Sector - 1977-1987

	Labour Productivity Index			% Change per annum	
Sector	1977	1986	1987	1977-1987	1986-1987
Mining & quarrying	109,0	93,6	91,1	-1,6	-2,7
Manufacturing	82,0	102,2	105,3	2,8	3,1
Electricity, gas & water	104,1	106,4	123,7	1,9	16,3
Construction	89,3	98,2	100,4	1,2	2,2
Trade	82,9	98,1	100,8	2,2	2,8
Transport & commumication	77,7	103,4	110,0	4,2	6,4
Finance	113,0	103,0	105,3	-0,7	2,2
Services	82,4	101,9	106,0	2,9	4,0

(Source : NPI. Productivity Statistics - 1987, 1988.)

the council are defined in the agreement. Table 4.7 indicates the number of industrial councils of various types functioning in June 1988. These 97 industrial councils collectively administer 179 agreements which regulate the employment and benefits of approximately

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one million workers in the RSA. Benefits include wages, pension or provident funds, medical aid and sick and vacation leave.

Table 4.7 Industry Organisations - 1988

Industry	Industrial councils		Employers' organizations		Employers' federations
	National	Regional	National	Regional	
Mining & quarrying	-	-	2	5	1
Manufacturing	11	39	112	84	6
Electrical, gas & water	-	-	1	-	-
Construction	1	10	2	12	-
Trade	2	10	8	19	3
Transport & communication	1	3	3	5	1
Finance	1	-	1	-	-
Services	1	18	4	9	1
Total	17	80	133	134	12

In addition to the industrial councils employers have formed 267 regional and national employers' organisations and there are twelve federations of employers' organisations registered in terms of the Labour Relations Act. The trade union movement is also a part of organised industry which has a real interest in skills training. At the end of 1987 there were 205 registered trade unions, with 1,9 million members, and approximately 90 unions not registered in terms of the Labour Relations Act.

As reported in Chapter 2 the following training funds/schemes are at present registered under either the Labour Relations Act or the Manpower Training Act:

Registered in terms of Section 39(4) of the Manpower Training Act

The National Development Fund for the Building Industry
The Building Industries Training Fund
The Business Equipment Association Training Scheme
The Civil Engineering Industry Training Scheme
The Hotel and Catering Industry Training Scheme
The Mining Industry Engineering Trades Training Scheme
The Driver Training Scheme of the Industrial Council for
the Motor Transport Undertaking (Goods)
The Road Transport Training Scheme

Registered in terms of Section 48 of the Labour Relations Act

The Clothing Industry Training Scheme
The Development and Training Fund for the Electrical Construction Industry
The Furniture Industry Training Fund
The Jewellery and Precious Metal Industry (Cape) Training Fund
The Metal and Engineering Industries Training Fund
The SEIFSA Technological Fund
The Metal and Engineering Industries Education and Training Fund
Supplementary Agreement
The Automotive Engineering Development Fund
The Motor Industry Development Fund
The Printing and Newspaper Industry Training Scheme
The Retail Meat Trade (Witwatersrand) Training Scheme

Under these schemes the Building Industries Training Board and the MIETTB have received provisional accreditation and it appears that the following industries/ employers are well advanced in drafting training board constitutions in order to seek accreditation in terms of the Manpower Training Draft Amendment Bill:

Automobile Manufacturers
Aerospace Industry
Business Equipment Industry
Chemical Industry
Civil Engineering Industry

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Clothing Industry
Dairy Industry
Electrical Contracting Industry
Furniture Industry
Hairdressing Industry
Hotel and Catering Industry
Jewellery Industry
Metal and Engineering Industry
Mining Industry
Motor Industry
Printing Industry
Road Transport Industry
Sasol Ltd
Textile Industry
Toyota Manufacturing Co.

It will be noted, however, that these only represent a limited number of the economic sectors and it is hoped that the other industries will come to realise the advantages of an industry acting in concert in order to co-ordinate their efforts in skills training.

4.6 THE RESEARCH MATRIX

It was realised that the wider meaning attributed to "Skills Training", as well as the vast spread of industries, as illustrated in this chapter, would make an in-depth study of the present position of training impossible in the time available for the research. For these reasons it was decided that information would be collected from industries by means of interviews at which a matrix would be used. In designing the matrix a questionnaire was sent to all persons involved in the investigation. Although the responses to the questionnaire were poor, they were received from industries which trained the following number of persons during 1987: 165 top management, 834 middle management, 4 147 supervisors, over 6 500 production staff and over 4 000 support staff and consequently their input was useful in finalising the design of the matrix. The matrix is included as Appendix 1.

The matrix considers skills training at the following levels:

1. Top management
2. Middle management
3. First-line management
4. Supervisory management
5. Support personnel
6. Operative or production workers

For each of these levels the skills involved were broken up into

1. handling or manipulative skills not requiring a great deal of thinking skills;

2. technical skills where knowledge, insight and ability to perform tasks which are specific to the individual's work are called for;

3. thinking skills which are required in the application of handling and technical skills; problem identification, problem solving and work planning;

4. communicating skills (written, verbal and non-verbal);

5. human skills relating to personal and interpersonal relationships;

6. management skills such as planning, guiding, co-ordinating, organising and controlling.

Each of these skills, for each level of work, is evaluated on a six-point scale relative to nine further factors. On the six-point scale one represents no provision while six represents the maximum possible provision. The nine factors are the following:

1. Availability of manpower suitable for skills training

2. Availibility of suitably qualified trainers to provide the skills training

3. The extent to which the industry/organisation provides for the training of trainers

4. The extent to which the organisation sets objectives for training and provides for training on a structured training programme;

5. The extent to which training technology such as video, slides and other equipment is used in venues provided for this purpose within the organisation;

6. The extent to which external training facilities such as training boards, training centres and external institutions are made use of in training;

7. The extent to which the organisation is able to budget for costs in respect of direct expenditure and time;

8. The extent to which training takes place during working hours;

9. The extent of follow-up and evaluation of the effects of training taking place in the work situation

4.7 THE INTERVIEW SAMPLE

Once the design of the matrix was completed, interviews were conducted with 67 persons in various industries. By making use of the matrix, information was supplied for the Jewellery and Precious Metal Industry as well as for the Mining Industry as a whole. Arrangements were made, in the case of the Metal and Engineering Industry, for a number of persons representative of the industry to provide the details called for in the matrix. A list of the industries involved in this process is given in Table 4.8. The interview sample cannot be considered as being fully representative of all industries and consequently it is not possible to draw conclusions from the results regarding any specific industry. It does, however, present an overall picture of skills training on a macro level against which any industry or organisation could be measured.

4.8 ANALYSIS OF MATRIX INFORMATION

In using a scale of one to six for each factor in the matrix, where one represents the absence of the factor and six the optimum provision, there is the implication that a score of five is satisfactory but not perfect.

Table 4.8 Industries involved in the sample

1. Atomic energy
2. Automobile manufacture
3. Broadcasting/Telecommunication
4. Building
5. Business equipment
6. Cement, lime and brick
7. Chemical
8. Civil aviation
9. Clothing
10. Electricity supply
11. Electric motor control
12. Electronic
13. Financial
14. Floor maintenance & cleaning
15. Food and drink
16. Forestry
17. Furniture
18. Hairdressing
19. Heavy clay
20. Hotel & catering
21. Insurance
22. Metal & engineering
23. Mining
24. Motor hire
25. Paper and packaging
26. Plastics
27. Precious metals and jewellery
28. Printing
29. Public sector
30. Quarrying
31. Real estate
32. Refrigeration
33. Sawmilling
34. Security
35. Shipping
36. Small business
37. Sugar
38. Textiles
39. Tobacco and cigarettes
40. Transport
41. Water purification
42. Wholesale and retail
43. Wool and livestock

This implies in turn that a score of less than five is unsatisfactory. For this reason a dotted line is shown at five in the following diagrams and it will be seen that for all factors dealth with, scores are below five and therefore unsatisfactory at every level.

It must be stated, however, that for most large undertakings which were involved in the investigation, a clear-cut manpower development policy, mission and objectives were discernible. Such industries regard the training of their own personnel seriously and some of them also accept the responsibility for training of smaller organisations which are unable to do their own training. On the other hand it was found that the large financial institutions did not favour co-operation in training with their major competitors. Training in many industries is at present in a state of flux, particularly on account of the proposed amendment of the Manpower Training Act, and this is substantiated by the number of training board constitutions being submitted for accreditation.

The results of the research will now be dealt with under each of the nine factors previously mentioned.

4.8.1 Availability of manpower

The average results for each of the six levels of manpower from top management to operative workers are illustrated in Figure 4.1.

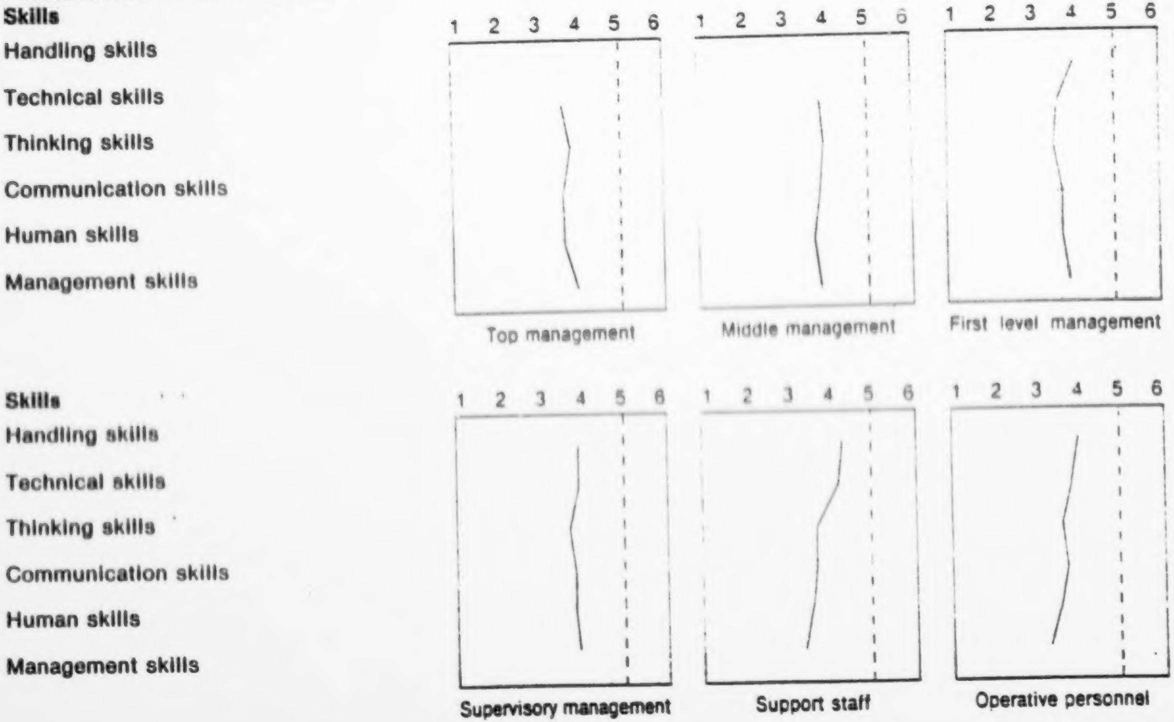
The indications are that the supply of persons for top managerial positions is reasonable but not totally adequate. The availability of persons for these posts who have technical skills is the lowest, and while some industries indicated that they did not have any managerial staff possessing these skills, other industries indicated that technical skills were not required from staff at this level. Only 16 % of the industries actually indicated no shortage of top managerial staff. It is clear that there are serious problems with managerial staff having thinking, communicating and human skills which are obviously important at management level.

There seems to be little difference between the supply of staff for top and middle management, the biggest problem areas appearing to be in the availability of human skills and to a lesser extent technical skills.

At the first management level it appears that handling and technical skills are reasonably well supplied and this is probably due to policies of promotion from the ranks. Organisations did indicate, however, that the quality of the supply was not up to standard. The greatest shortage seems to lie in the area of thinking skills and to a lesser extent in that of managerial ability.

At supervisory level it was found that many respondents did not distinguish between supervision and first level management. Most industries realise that the supervisor is the link between management and line staff and consequently consider communicating ability as important. Owing to the fact that the supervisor normally advances from the ranks, there is a weakness in the areas of thinking, communicating, human and particularly managerial skills. For example a 1987 CITB report indicated the need to develop the human and interpersonal skills of supervisors.

FIGURE 4.1
AVAILABILITY OF MANPOWER



In dealing with support staff some industries made a distinction between administrative and technical support staff and indicated a greater shortage of technical support staff. While the availability of support staff with technical and handling skills was highest, other skills dropped away rapidly with the availability of support staff with managerial ability the lowest at all levels.

The position of the supply of operative staff is very similar to that of support staff and workers with human and management skills at this level are rather rare.

4.8.2 Availability of qualified trainees and the training of trainers

Figures 4.2 and 4.3 illustrate the availability of trainers and their training.
The availability of trainers in all skills for top management is probably the lowest of all categories and of these skills, trainers with technical and thinking skills are in the shortest supply. Even the provision of training for trainers of top management is limited, but, as could be expected, in such training as is provided, there is a greater provision of human and management skills.

There is little difference between the supply of trainers and training available at middle and first-level management and that at supervisory level and it resembles the supply at top management level. The highest availability of trainers and their training is, however, in managerial skills at supervisor level. Special attention needs to be given to training of trainers in thinking, communicating and human skills in these three categories.

At the levels of support and operative staff, the supply of and training for trainers in handling and technical skills is high but far less attention is given to thinking and human and management skills. In the RSA with its wide variety of cultures and languages one would anticipate far greater attention being paid to communication skills than is presently the case.

4.8.3 Structure of training programmes

Most attention is paid to the structure of training programmes in handling and technical skills of support staff while the best structures in management skills are found at middle management level and to a lesser extent at first and supervisory levels. It is interesting to note that at supervisory level the best training structure is in human skills which shows an

FIGURE 4.2
AVAILABILITY OF QUALIFIED TRAINERS

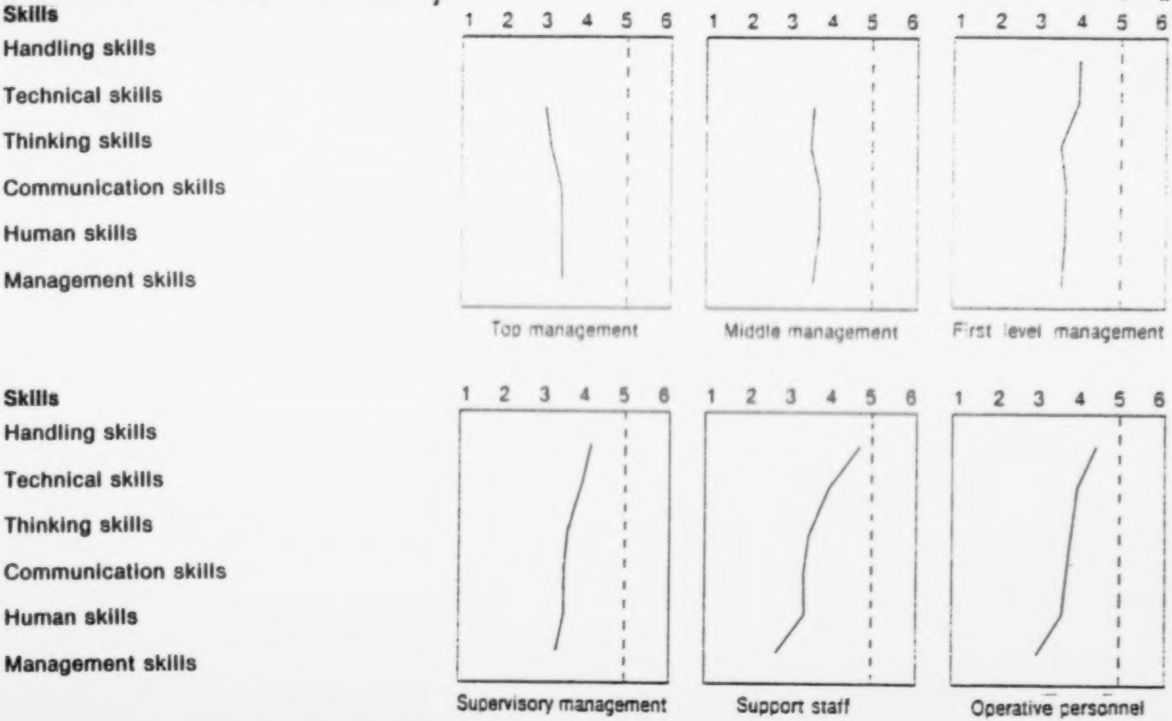


FIGURE 4.3
PROVISION FOR TRAINING OF TRAINERS

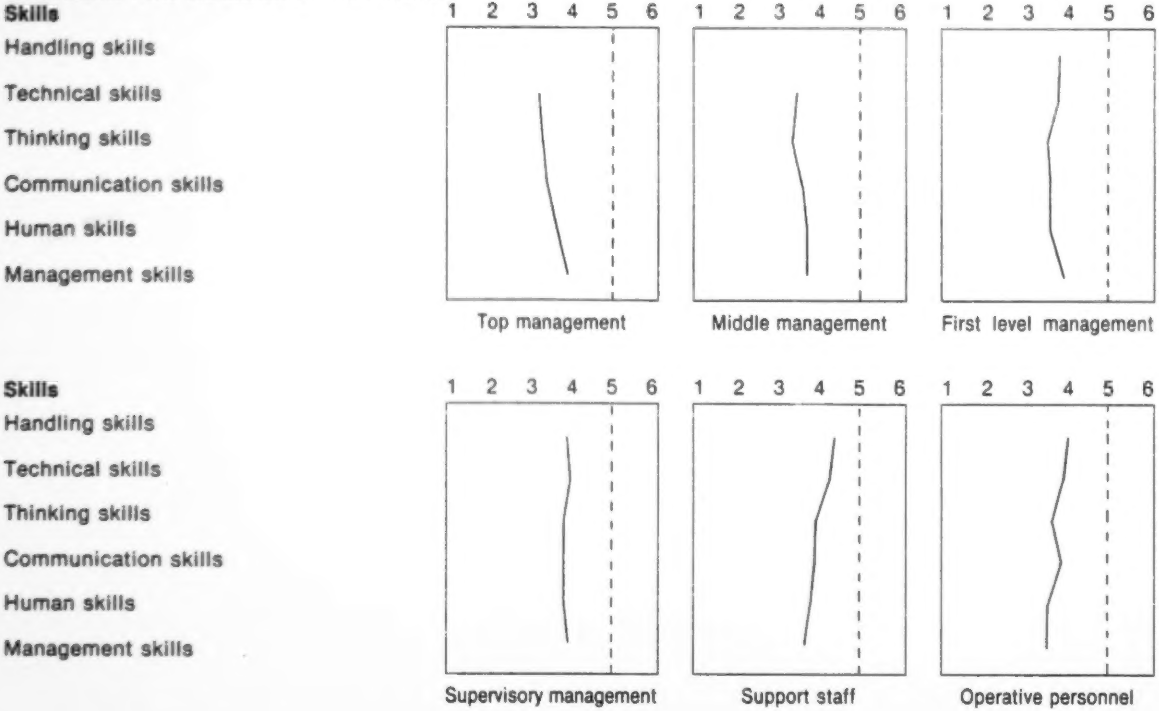


FIGURE 4.4
TRAINING STRUCTURE

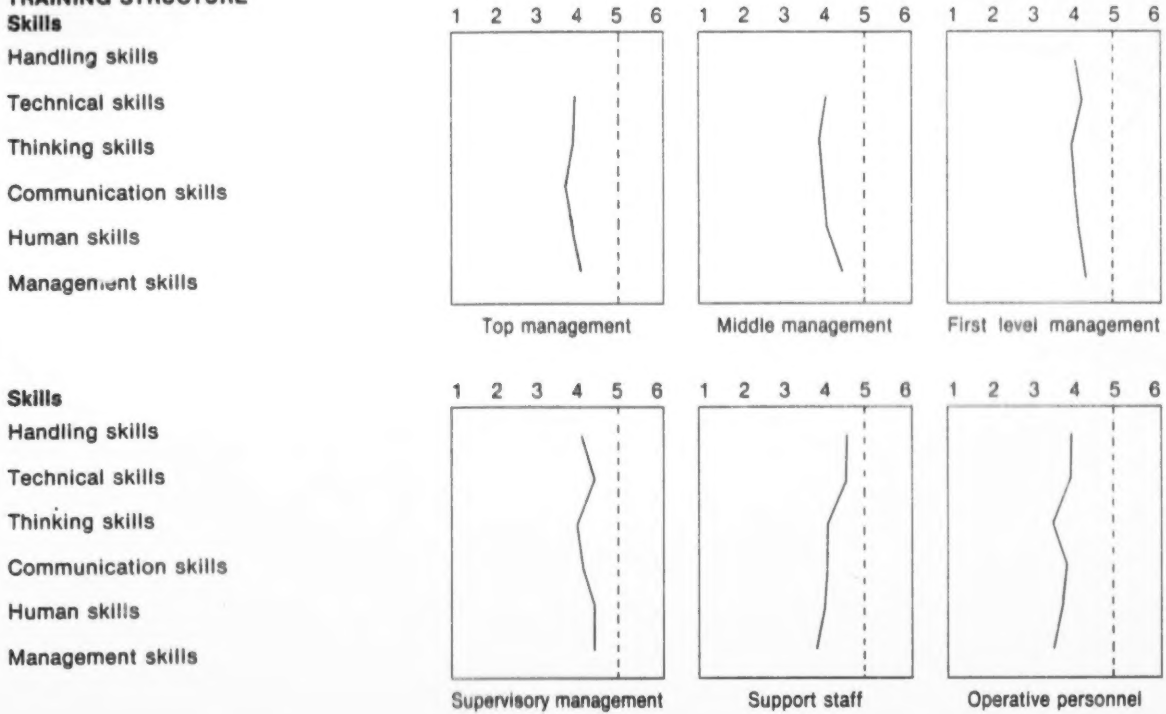
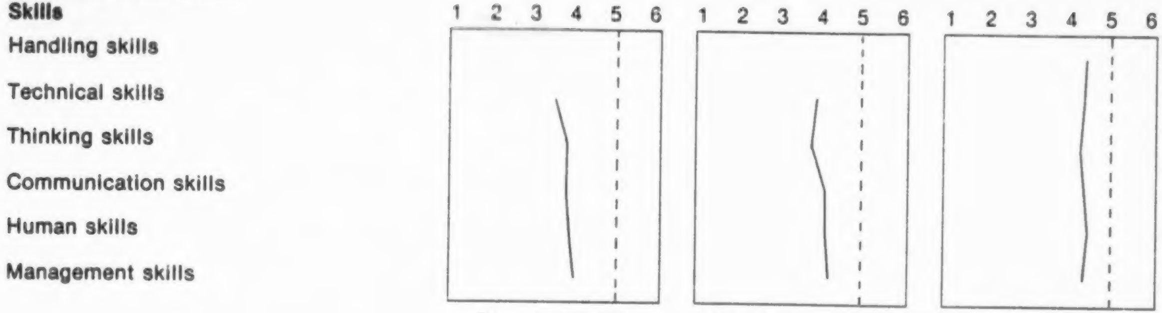
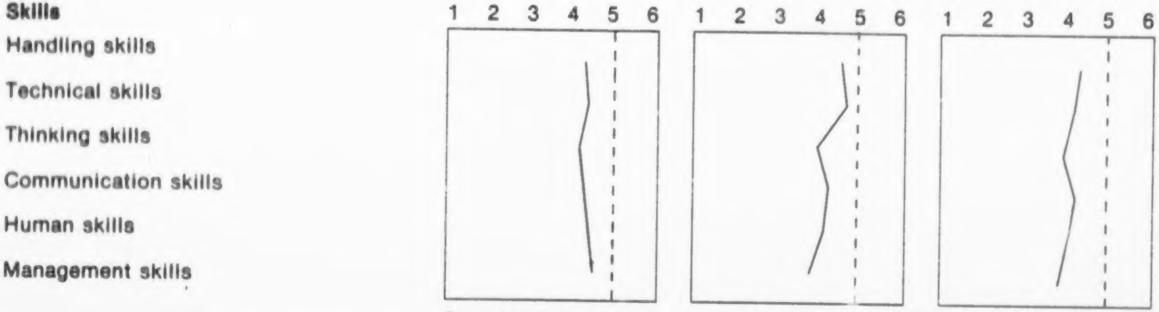


FIGURE 4.5
INTERNAL FACILITIES



Top management Middle management First level management



Supervisory management Support staff Operative personnel

FIGURE 4.6
EXTERNAL FACILITIES

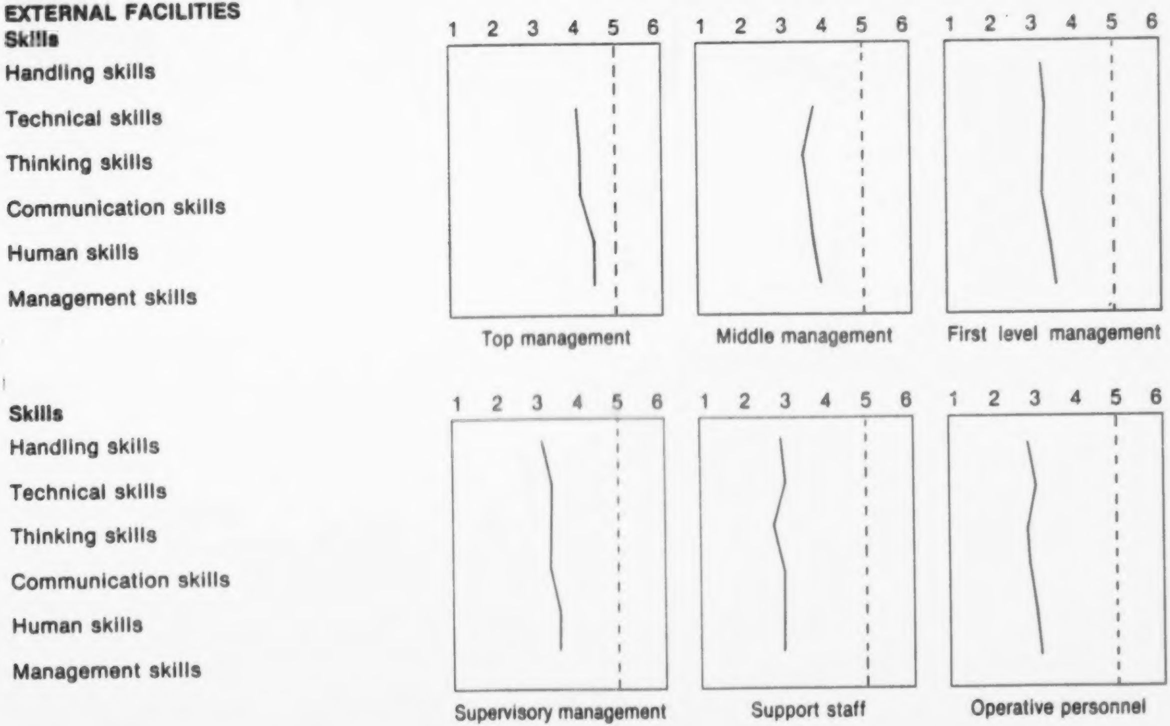


FIGURE 4.7
FINANCIAL PROVISION

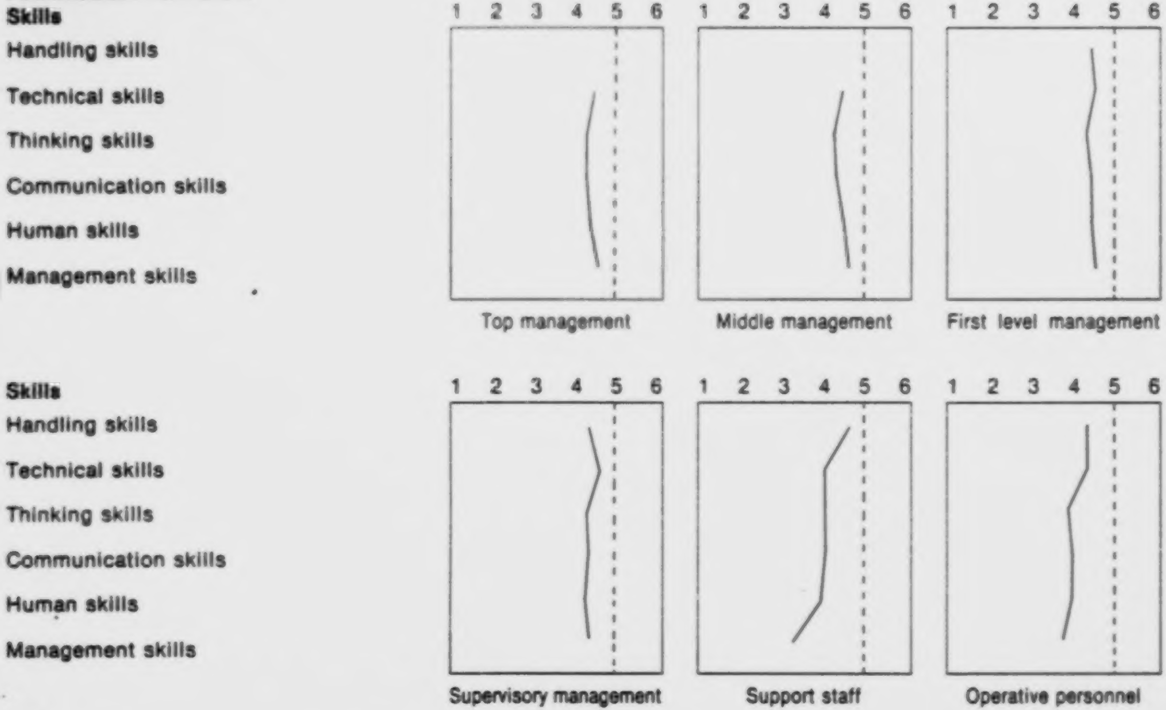


FIGURE 4.8
COMPANY TIME GIVEN TO TRAINING

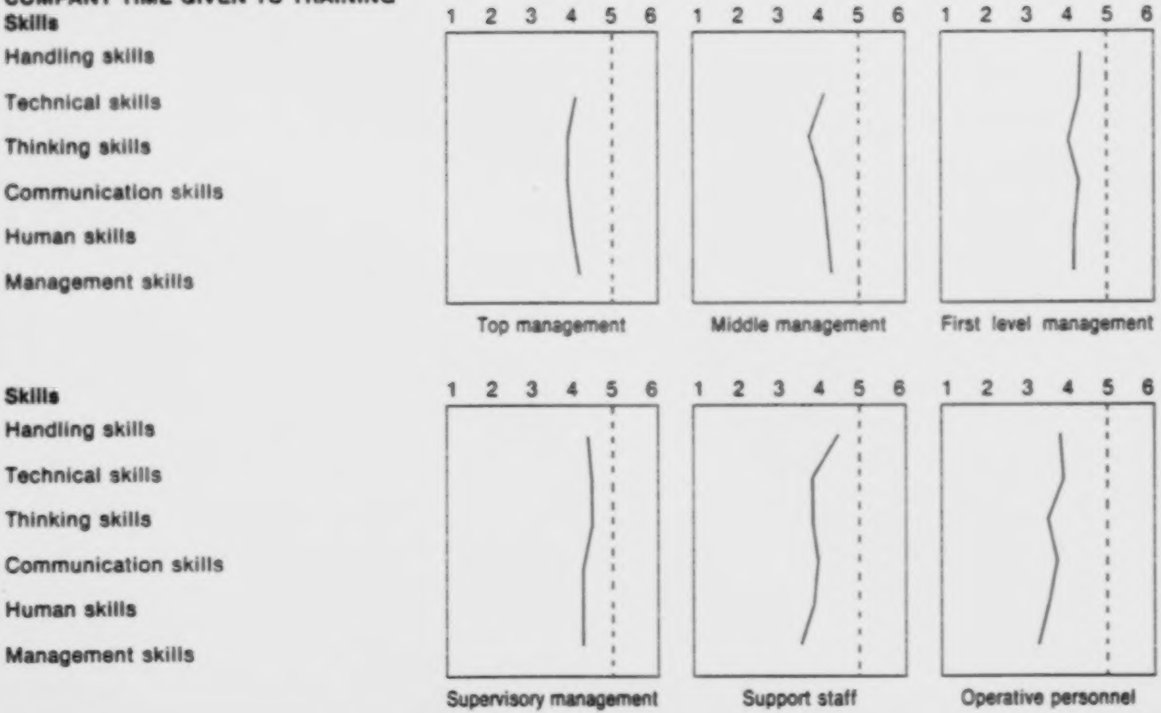
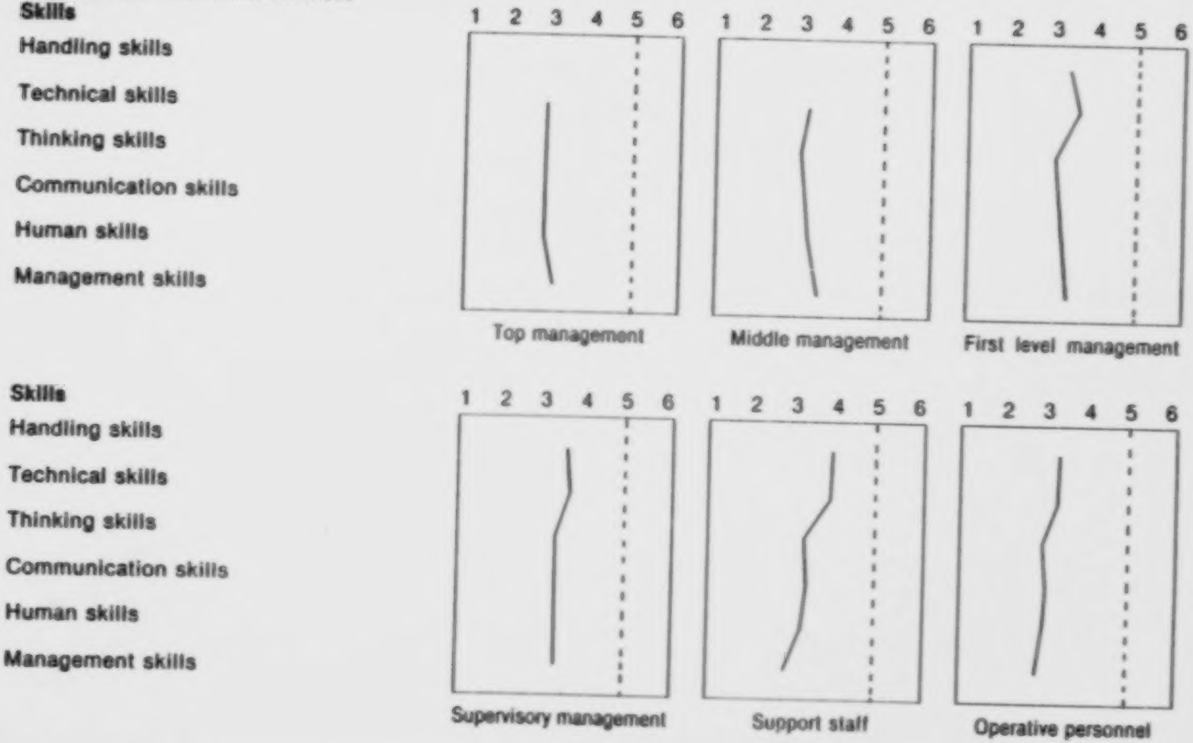


FIGURE 4.9
FOLLOW UP AND EVALUATION



appreciation of the supervisor as a communicating link, although one would have anticipated that greater attention would have been given to the communicating skill structures for supervisors. At this stage in which industrial relations are so important, it would seem that this training structure should receive the greatest attention at all levels. Little attention appears to be given to these skills at the lower levels of support and operational staff. Some industries indicated that they do not provide structured training for administrative support staff as trained staff are reasonably readily available, while others indicated that structured training at this level was provided in new technologies such as the computer. There was an indication that less than 30 % provided structured training for operative staff although, where training schemes/boards existed, it was seen that the training was well structured.

4.8.4 Use of internal and external training facilities

Generally the best use is made of internal facilities for all skills with regard to first-level management and supervisors while the use of such facilities is greatest in handling and technical skills of the support and operational staff. The least use of internal facilities and consequently the best use of external facilities is made in the training of top and middle management. Views were expressed that at top level the managers have the basic qualifications and skills and that their training should concentrate on management and human relations skills and consequently in their case the greatest use is made of existing external facilities.

The least use of external facilities was made in the case of support and operational staff and it was indicated that the main use of such facilities at this level was for training of technicians and training related to new equipment and provided by the suppliers.

4.8.5 Financial provision and use of company time for training

The provision of finance and company time for the categories from top management to supervisors is reasonable with less provision made for thinking and communication skills and slightly more for technical skills of supervisors. About a third of the companies provided for the full cost of training in company time down to first level management. The worst provision appears to be in thinking and communicating skills at management/supervisory levels. Small firms indicated that they could not afford to pay for and give time off from work for the training of their management staff. The provision of finance and time for the training of support and operative staff is reasonable for handling and technical skills but this falls away radically for managerial skills. There are indications that the policy may often be that operational staff could be trained in company time but demands of the production line may in fact make this difficult if not impossible. In many aspects of financing and setting aside time for training the support and operative staff appear to be less favourably treated.

4.8.6 Evaluation and follow-up

The whole issue of evaluation and follow-up is a serious matter and it appears that in all categories of labour it receives insufficient attention. The least attempt at evaluation takes place at top management level and the most evaluation takes place at handling and technical skills level in the case of support-staff, in which case it tends to be a more formal type of evaluation. Evaluation and follow-up are essential in order to assess the effectiveness of training and they will have to receive greater consideration.

4.9 FINDINGS

4.9.1 General

F4.1 MANY LARGE INDUSTRIES HAVE A POSITIVE AND DYNAMIC MANPOWER DEVELOPMENT POLICY BASED ON SOUND PRINCIPLES AND CONTINUAL RESEARCH. IN SUCH INDUSTRIES MANAGEMENT IS DEDICATED TO STRUCTURED TRAINING PROGRAMMES AND LARGE SUMS OF MONEY ARE SPENT ANNUALLY ON THE TRAINING OF EMPLOYEES.

F4.2 IT IS CLEAR THAT THE PROFESSIONALLY TRAINED, DEDICATED AND ENTHUSIASTIC TRAINING DIRECTOR PLAYS AN IMPORTANT ROLE IN THE TRAINING POLICY OF A COMPANY AND ITS EXECUTION. IN COMPANIES WITH SUCH STAFF THERE CONSEQUENTLY ARE NO SERIOUS PROBLEMS IN TRAINING THEIR EMPLOYEES AND THE DEVELOPMENT OF CAREERS IS SET AS A GOAL FOR TRAINEES.

4.9.2 Skills

F4.3 IT IS CLEAR THAT THERE IS A GREAT NEED FOR TRAINING IN SKILLS SUCH AS THINKING, COMMUNICATION, HUMAN RELATIONS AND MANAGEMENT. THE FIRST THREE OF THESE DO NOT RECEIVE SUFFICIENT

ATTENTION PARTICULARLY AT THE LOWER EMPLOYMENT LEVELS. THIS TYPE OF TRAINING SHOULD BE INTEGRATED INTO HANDLING AND SKILLS TRAINING.

F4.4 MANY COMPANIES DEPEND ON GOOD LABOUR RELATIONS FOR THEIR SURVIVAL AND AT ALL LEVELS THERE IS A SHORTAGE OF MANPOWER WITH COMMUNICATION AND HUMAN RELATIONS SKILLS. IT IS FOUND THAT MORE ATTENTION BY WAY OF THE PROVISION OF FACILITIES AND THE TRAINING OF TRAINERS FOR THE MANAGEMENT LEVELS IS GIVEN TO INDUSTRIAL RELATIONS THAN TO THINKING SKILLS. A HEALTHY BALANCE BETWEEN TRAINING FOR THE VARIOUS SKILLS SHOULD BE MAINTAINED IF ONE SKILL IS NOT TO BE FAVOURED AT THE COST OF OTHERS, THUS LEADING TO PROBLEMS FOR THE COMPANY.

F4.5 LITTLE ATTENTION IS GIVEN TO TECHNICAL SKILLS RELEVANT TO A PARTICULAR FIRM FOR TOP AND MIDDLE MANAGEMENT. IN THIS TECHNOLOGICAL AGE WHERE THE WHOLE INDUSTRY HAS COME UNDER THE INFLUENCE OF THE COMPUTER AND OTHER TECHNOLOGICAL DEVELOPMENTS, IT SEEMS THAT COMPANIES HAVE NOT ALWAYS REALISED THE IMPORTANCE OF MANAGEMENT ALSO ACQUIRING SOME MEASURE OF TECHNICAL KNOWLEDGE AND SKILLS.

4.9.3 Facets of training

F4.6 THE MOST STRIKING SHORTCOMINGS IN THE VARIOUS FACETS OF TRAINING ARE THE ABSENCE OF A FOLLOW-UP AND AN EVALUATION OF TRAINING. TOP AND MIDDLE MANAGEMENT ARE SENT ON EXTERNAL COURSES BUT VERY LITTLE FOLLOW-UP ON THIS TRAINING TAKES PLACE. THE RESULT IS THAT COMPANIES DO NOT KEEP PACE WITH THE BENEFITS OF TRAINING AND THEY DO NOT PAY ONGOING ATTENTION TO THE COST OF TRAINING AND WHAT IT MEANS TO THE COMPANY AND THE INDIVIDUAL. BECAUSE MANY SKILLS ARE DIFFICULT TO MEASURE IN THE SHORT TERM, EMPLOYEES ARE NOT EVALUATED AFTER TRAINING.

F4.7 THERE IS A SERIOUS SHORTAGE OF TRAINERS AT EVERY LEVEL AND PARTICULARLY WITH RESPECT TO THINKING, COMMUNICATION AND

HUMAN SKILLS. THERE IS ALSO A GREAT NEED FOR PROFESSIONAL TRAINING OF TRAINERS AT ALL LEVELS.

F4.8 THE SHORTAGE OF QUALIFIED TRAINERS HAS ALSO LED TO A LACK OF PROPERLY STRUCTURED TRAINING PROGRAMMES.

4.9.4 Employment categories

F4.9 ALTHOUGH LARGE NUMBERS OF OPERATIVE AND SUPPORT STAFF ARE GENERALLY AVAILABLE THE FOLLOWING SHORTCOMINGS EXIST:

1. TECHNICAL SUPPORT STAFF ARE NOT READILY AVAILABLE.
2. EMPLOYEES DO NOT MEET THE NEEDS OF INDUSTRY WITH REGARD TO HUMAN SKILLS.
3. MAINLY ON ACCOUNT OF EDUCATIONAL SHORTCOMINGS, EMPLOYEES DO NOT GENERALLY HAVE THE POTENTIAL TO BE TRAINED IN THE RELEVANT SKILLS.

F4.10 IN MOST COMPANIES, PEOPLE WITH THE REQUIRED SKILLS ARE NOT READILY AVAILABLE FOR THE MANAGERIAL RANKS.

4.10 PROPOSALS

4.10.1 General

P4.1 AS TRAINING IN ALL ITS FACETS IS GENERALLY NOT SATISFACTORY IN A LARGE GROUP OF INDUSTRIES, IT IS RECOMMENDED THAT A MECHANISM BE CREATED BY MEANS OF WHICH LARGE WELL-ORGANISED COMPANIES CAN TAKE THE LEAD IN TRAINING BY SUPPORTING SMALLER COMPANIES AND MOTIVATING THEM TO ACCEPT ONGOING TRAINING PROGRAMMES. FOR SOME INDUSTRIES THE TRAINING BOARD IS A GOOD EXAMPLE OF SUCH A MECHANISM.

P4.2 IT IS PROPOSED THAT THE RESULTS OF THE MATRIX SURVEY BE USED AS GUIDELINES FOR INDUSTRIES TO ASSESS THEIR OWN POSITION IN SKILLS TRAINING. THESE INVESTIGATIONS AT MICROLEVEL SHOULD BE CONDUCTED BY INDUSTRIES ON A CONTINUAL BASIS, BEARING IN MIND

THAT SCORES OF LESS THAN FIVE ON THE MATRIX ARE UNSATISFACTORY.

4.10.2 Skills

P4.3 GREATER ATTENTION SHOULD BE PAID TO TRAINING IN THINKING, COMMUNICATING AND HUMAN SKILLS AND A BETTER BALANCE OF THESE SKILLS SHOULD BE AIMED AT.

4.10.3 Facets of training

P4.4 IT IS PROPOSED THAT IN-DEPTH RESEARCH SHOULD BE CONDUCTED INTO FOLLOW-UP AND EVALUATION OF TRAINING AT ALL LEVELS. THERE SHOULD BE A CONTINUAL EVALUATION OF TRAINING ESPECIALLY TO FOLLOW-UP LONG TERM EFFECTS.

P4.5 THERE IS A REAL NEED FOR THE PROVISION OF TRAINING COURSES FOR TRAINERS IN ORDER TO DEVELOP A PROFESSIONAL TRAINING CORPS. SUCH COURSES SHOULD NOT ONLY CONCENTRATE ON SPECIFIC SKILLS, BUT ALSO DEAL WITH TRAINING METHODS. ATTENDANCE OF AND SUCCESS IN SUCH COURSES SHOULD LEAD TO THE ACCREDITATION OF INDIVIDUALS AS QUALIFIED TRAINERS.

P4.6 THE STATUS OF PROFESSIONAL TRAINERS MUST BE ELEVATED AND A CLEAR CAREER DEVELOPMENT PROGRAMME FOR TRAINERS NEEDS TO BE ESTABLISHED.

P4.7 EACH INDUSTRY MUST CONDUCT CONTINUAL INVESTIGATION INTO SKILLS TRAINING NEEDS SO THAT TRAINING PROGRAMMES MAY BE DEVELOPED AND ADJUSTED REGULARLY. MODELS AND GENERAL GUIDELINES FOR THE STRUCTURING OF TRAINING PROGRAMMES SHOULD BE DEVELOPED FROM SUCH INVESTIGATIONS.

P4.8 THERE SHOULD BE BETTER CO-ORDINATION BETWEEN EDUCATION AND TRAINING (AND MORE RECIPROCAL INVOLVEMENT BETWEEN INDUSTRY AND FORMAL EDUCATIONAL INSTITUTIONS) SO THAT EDUCATION MAY PROVIDE FOR THE NEEDS OF INDUSTRY, WHILE INDUSTRY MUST ACCEPT

THE RESPONSIBILITY FOR DEVELOPMENT OF STAFF BY MEANS OF SKILLS TRAINING WHICH WILL COMPLEMENT THEIR EDUCATION.

P4.9 COMPANIES SHOULD CONCENTRATE ON THE IDENTIFICATION OF MANAGEMENT POTENTIAL SO THAT IT CAN BE DEVELOPED BY PREPARED TRAINING PROGRAMMES. MORE ATTENTION WILL THEREFORE HAVE TO BE GIVEN TO THINKING, COMMUNICATION, HUMAN AND MANAGEMENT EDUCATION OF EMPLOYEES AT LOWER LEVELS.

RESEARCH

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CHAPTER 5

THE PRESENT POSITION OF SKILLS TRAINING OF THE WORKSEEKER AND THE UNEMPLOYED

An introduction to the training of the workseeker and the unemployed was given in Paragraph 2.6 and 2.7 of Chapter 2. Before looking at this training in depth, however, it is necessary to deal in broad outline with the phenomenon of unemployment.

5.1 STRUCTURAL AND CYCLICAL UNEMPLOYMENT

In the development of training courses, training was introduced for the workseeker in 1981 and the unemployed in 1985. These courses are considered as being training for the structurally and the cyclically unemployed respectively.

We now need to consider these concepts in greater detail.

5.1.1 Structural unemployment

The Economic Affairs Committee of the President's Council states:

> 2.8 Structural unemployment occurs when the structure and the growth of the work force and the structure of and an increase in economic activity and the demand for labour are irreconcilable, irrespective of the state of the economic cycle. In a developing country capital-intensive and skill-intensive economic development processes, for example, cannot be reconciled with a rapidly growing work force of unskilled workers. Structural unemployment then results. Structural unemployment can also originate if the occupational and geographical mobility of labour is restricted.

From this can be seen that structural unemployment is unrelated to the business cycle or the state of the economy. One important factor in structural unemployment in the RSA relates to the population growth compared with the growth of the economy. Between 1980 and 1985 the economically active population increased by an average of 2,99 % per annum. The largest annual increases occurred among blacks and coloureds, namely 3,29 % and 3,27 %, respectively. The economically active whites increased by 2,01 % and the Asians by 3,08 %. A projection of our population to the year 2000 indicates that work will have to be generated for an additional 356 000 workers each year. The Economic Development Programme for the RSA for 1978-1987 calculated that in order to reduce the existing level of unemployment and to allow for a 1,5 % per annum rise in the average standard of living of the population, a growth of at least 4,5 % per annum in the GDP would be required. In the decade 1960-69 the average annual real growth in the GDP was 5,8 % but since then it has steadily declined to 0,9 % during the period 1980-85. Factors other than population growth leading to structural unemployment are a mismatch of the unemployed and existing job vacancies. This may be due to changing technologies which means that unemployed persons have outdated, or the wrong skills for employment which could possibly be addressed by means of retraining in the newer skills. It could also mean that they do not live in appropriate areas and are relatively immobile and so cannot fill the vacancies. This can be addressed by relocation (de-concentration) of industries or by movement of workers to fill the available jobs, which probably means further urbanisation. This was probably a factor that was considered in abolition of influx control in 1986.

5.1.2 Cyclical unemployment

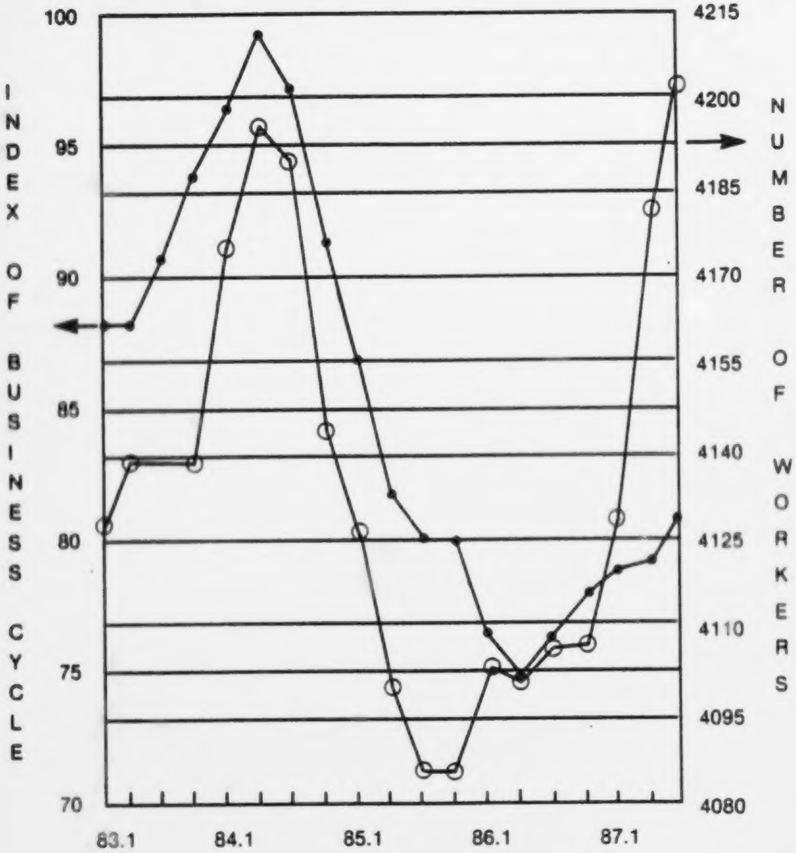
Cyclical unemployment is unemployment as a result of a downswing in the economic cycle. During this period, owing to the drop in economic activity and reduction in money supply, the number of jobs available is reduced, posts are not filled, retrenchment of labour takes place and businesses may be liquidated. The total number of persons employed is reduced and unemployment increases. During an upswing in the economy the opposite occurs with growing total employment and a reduction in unemployment. Figure 5.1 illustrates the total employment relative to the business cycle.

It should be borne in mind that whereas there is a distinction between structural and cyclical unemployment, the two factors operate simultaneously and interact on one another, leading to an interdependence between them so that the two categories of unemployment become blurred and it becomes difficult to distinguish between them.

A study by the NMC and the Central Economic Advisory Services on cyclical unemployment identified the following effects it has on different sectors of the population.

1. White employment tends to show little correspondence with the business cycle. Black employment in the non-agricultural sectors responds with a significant time lag and coloured employment showed the greatest response.

FIGURE 5.1
TOTAL EMPLOYMENT IN THE NON—PRIMARY SECTORS AND THE COINCIDING BUSINESS CYCLE INDICATOR, RSA, 1983.1 — 1987.3



SOURCES: Central Statistical Service, SA Reserwe Bank

2. The greater response in coloured employment is due to their employment in unskilled occupations and in formal sectors showing more response to the business cycle, such as in the construction industry.

3. The manufacturing and construction industries show the greatest correspondence with the business cycle but lagging behind by three to nine months. This could be due to a backlog of orders and better utilisation of labour in the bottom of the downturn.

4. Commerce, transport and communications and government services show little sensitivity to the cycle.

5. Black employment in manufacturing and construction shows a high degree of correspondence with the cycle and is in phase with it.
6. The number of registered white, coloured and Asian unemployed shows a cyclical pattern with a short lag on the business cycle while black registered unemployed show less cyclic influences probably on account of the greater influence of structural unemployment for this sector.

It was within this climate of growing structural and cyclical unemployment that decisions were taken on the implementation of special employment-creation programmes (SECP) and training of the unemployed.

5.2 UNEMPLOYMENT IN THE RSA

There are two official sets of statistics available on the unemployed. Firstly there are the number of persons registered as unemployed with the placement services of the Department of Manpower and by magistrates' offices acting as agents for the department, which are compiled on a monthly basis. Secondly there are unemployment figures based on the Current Population Survey (CPS). This survey is undertaken monthly for the black, Asian and coloured population on a scientifically compiled sample of 18 000 dwellings using the 1985 population census as basis and consequently does not include the TBVC states.

For a variety of reasons not all persons register with the department as unemployed and consequently these figures certainly represent an undercount of the unemployed. They are important, however, as an indicator of trends in unemployment. Reasons for not registering vary from white persons earning higher incomes than the maximum for compulsory contribution to the Unemployment Insurance Fund (UIF) to farm workers who are not permitted to register for the UIF. The abolition of influx control has also reduced the number of black persons who have registered as unemployed.

For the purposes of the CPS the unemployed are defined as persons who desire to work and who:

1. worked less than five hours during the previous seven days;
2. attempted to find work during the previous month;

3. are able to accept a position within one week;
4. are between 16 and 64 years of age in the case of men and 15 and 59 in the case of women.

Since mid-1987 this has been extended to include people who want to work, but did not actively seek work as well as persons who work less than 35 hours a week and would like to work full time. This extended definition came into effect in June/July 1987.

Table 5.1 Registered Unemployed - February 1988

Population group	Number registered		% Change 1987-1988
	1987	1988	
White	32 095	26 546	-17,6
Coloured	34 043	28 003	-17,7
Asian	12 116	9 921	-18,1
Black	75 623	85 112	+12,5
	153 877	149 582	- 2,8

(Source : SA Labour Statistics, 1988, Department of Manpower.)

Table 5.1 indicates the number of registered unemployed in February 1988 and the percentage change from February 1987. This table shows the rapid growth in the number of registered black unemployed which is a matter of grave concern. Table 5.2 gives the unemployment figures from the CPS for November 1987 as well as unemployment as a percentage of the economically active coloured, Asian and black population. It can be seen from these figures that the total unemployed and unemployment rate is the highest for the black population group. In this case there are more females (23,5 %) than males (11,6 %) unemployed while 55 % of the black unemployed are under 30 years of age and 60 % do not even have a standard six certificate.

5.3 TRAINING OF THE WORKSEEKER

In the 1970s considerable attention was given to manpower matters and manpower

Table 5.2 Unemployment according to the CPS - November 1987

	Male	Female	Total	% of Economically Active
Coloured				
Strict definition	72 000	62 000	132 000	14,4
Expanded definition	-	-	150 000	16,4
Underemployed	-	-	7 000	0,8
Asian				
Strict definition	8 000	23 000	31 000	12,2
Expanded definition	-	-	33 000	13,0
Underemployed	-	-	1 000	0,4
Black				
Strict definition	394 000	528 000	922 000	16,3
Expanded definition	-	-	1 113 000	19,7
Underemployed	-	-	51 000	0,9

N.B. The expanded definition includes unemployed wanting work but not actively seeking it.

(Source : Annual Report NMC, 1987)

legislation by committees such as the Committee on the Better Utilisation of Manpower and the Riekert and Wiehann Commissions. This activity led to the amendment of the Labour Relations Act and the establishment of the National Manpower Commission as well as the passing of the Manpower Training Act and the establishment of the National Training Board. In the Manpower Training Act, 1981, Section 36 states:

> 36. Notwithstanding anything to the contrary contained in any law, the Minister may, after consultation with the board and with the concurrence of the Minister of Finance, make such arrangements as he may deem fit to provide for the training of workseekers or other persons if in his opinion such arrangements are necessary or desirable in the public interest.

The act also gives the following definition:

"Workseeker" means a person over the age of fifteen years who is unemployed, is not required by law to attend school, is not a pupil or a student at an educational institution, is not awaiting admission to an educational institution and who is seeking work.

As a result of continual consideration of the problems of unemployment by the Economic Advisory Council and the NMC, a study, on the training of workseekers was conducted by the NMC and recommendations were made to the cabinet in this regard and as a result R9 million was placed on the Department of Manpower's estimates for the 1981/82 financial year for the first time.

This training was available to persons of all population groups who had been registered as unemployed with the Department of Manpower for at least six weeks and who were at least 15 years and not more than 30 years of age. Furthermore they were required to have passed Standard 6 at the most and to have the potential to perform semiskilled work. For these reasons they were selected for training by placement officers of the department. The training aimed at securing semiskilled work for the trainees and making them receptive to specific proficiency training once they were in employment. The department paid their course fees in full as well as a subsistence allowance of R12,00 per week (R9,00 per week for persons under 18 years of age). Where they were provided with board and lodging at the training centre the allowance was reduced by R3,00 per week.

During 1982 the training was provided at Bloemfontein, Emthonjeni (now Eastcape) and the Apex Training Centres as a pilot scheme. Of this first group of 860 trainees 242 were placed in employment on completion of the training while others obtained employment without the assistance of the department. As the department was satisfied with its evaluation of the pilot scheme it was then decided to extend it to other centres. In 1983 the scheme was extended to Chamdor, Northern, Pinetown and Vaal Triangle Training Centres and by 1987 it was extended to all of the nine group training centres as well as Access College at Randburg and the number of persons trained had grown to 17 100.

In 1987 the guidelines were reviewed and it was decided that the same criteria as applied to training of the unemployed would apply to the workseekers and consequently selection by placement officers of the department fell away and was taken over by each training centre. It was also decided that board and lodging would no longer be made available to them. The growth of this training is given in Table 2.7 and the annual expenditure in Table 2.6 in Chapter 2. The total number of persons trained by the workseeker programmes by the end of 1987 was 54 157 persons at a total cost of R24.5 million or just over R450 per trainee.

5.4 TRAINING OF THE UNEMPLOYED

A number of economic and political factors had a serious influence on the economy of the RSA from the early 1970s. These included the following:

1. The oil crisis which pushed up the price of crude oil after 1973.
2. High inflation rates worldwide increased the cost of imports.
3. The drop in the gold price on international markets.
4. Droughts and floods crippling agriculture, reducing agricultural exports and requiring drought/flood aid.
5. General world trade recession following the oil crisis and reducing SA exports.
6. High defence spending as a strategic necessity.
7. The cost of stockpiling oil and building SASOL II and III.
8. Political pressures and the state of emergency reducing availability of foreign capital.
9. Devaluation of the rand in 1975.
10. Withdrawal of foreign capital and pressure to repay foreign debts.
11. General downswing in the economy and lack of a sustained upswing.
12. Pressures for disinvestment and withdrawal of international companies from the RSA.

These factors led to companies retrenching staff and other job opportunities were lost because of the liquidation of companies. The Economic Development Programme for the RSA for the period 1978 to 1987 calculated that a 4,5 % growth in the real GDP was necessary if there was to be a reduction in the level of unemployment. The Reserve Bank figures, however, indicate that between 1978 and 1980 the real GDP only increased by 1,1 % per annum and for 1980 to 1985 by 0,9 % per annum while for three years during this period there was a negative growth rate. The effect of this has been that the growth in population has outstripped the growth in the economy and consequently the growth in employment opportunities.

During 1983 the state decided to attempt to counter this downturn especially in respect of the unemployed and a Special Employment Creation Programme (SECP) was embarked on. The programme, as set out in the 1984 White Paper on a Strategy for the Creation of Employment Opportunities in the RSA, indicated that measures such as improvement of the Unemployment Insurance Fund benefits, training of the unemployed, drought relief, special employment creation and assistance to small businesses would be implemented. It also indicated that measures to assist cyclical and structural unemployment should not be mixed.

The first funds were made available in 1983 when R27,5 million was made available for drought relief and special employment creation. These programmes were managed by an Interdepartmental Action Committee re Employment Creation which operated under the Central Economic Advisory Services. This committee concentrated on labour-intensive projects related to water and soil conservation and weed eradication. When the SA economy deteriorated further in 1985 it was decided to make R100 million available in order to expand these programmes and include projects in the urban areas. Of this amount R25 million was allocated to training and it was intended that between July 1985 and March 1986 training would be provided for 130 000 people as well as employment for 60 000. By October a further R500 million was made available as it was considered that the R100 million programme had been successful. The financial responsibility for R600 million was transferred to the Minister of Manpower, the Interdepartmental Committee was abolished and a committee under the chairmanship of the Director-General of Manpower was established to exercise overall control, determine policy and report to the minister. The full amount was allocated as shown in Table 5.3. Owing to the success of these programmes they have been extended as indicated in Table 5.4.

5.5 CRITERIA AND CONDITIONS FOR TRAINING OF THE UNEMPLOYED

When training of the unemployed was initiated it was decided that it would be conducted on

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a contractual basis by private organisations, including group training centres, industry training centres, private training centres as well as private individuals. The following requirements were set for participation in the scheme:

1. Training may not be supplied with a view to profit making.

2. The organisation must have the infrastructure to handle the selection and recruitment of people.

3. The necessary administrative machinery must exist for the effective administration of the scheme.

4. The organisation must be in a financial position to get training off the ground.

5. The marketing of the training scheme must be handled by the participating centres themselves.

It was also made quite clear that new structures should not be set up for this training as it was of a temporary nature. A set of criteria was then evolved to be applied to training institutions applying to train the unemployed. These are summarised below:

1. Institutional integrity

   This requires the institution to uphold honesty and integrity in its dealings with trainees, employees and the department.

2. Objectives

   The contractor is required to be guided by clearly formulated training objectives.

3. Management and administration

   The management/governing body of the training institution shall appoint a chief executive officer, have an organisation and sufficient funds to ensure the continuity of the institution, the role of the training personnel shall be well defined and the institution will be insured against any claims arising from injury to trainees during training.

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Table 5.3 Allocation of the R600 million programme - 1985/86

1. Training of unemployed persons (Department of Manpower)	R50 million
2. Special projects in TBVC states (Department of Foreign Affairs)	R25 "
3. Special projects in self-governing national states (Department of Development Aid)	R33 "
4. Projects by local authorities (Administration of Own Affairs)	R60 "
5. Projects by black urban areas (Department of (Constitutional Development and Planning)	R60 "
6. Self-help housing projects and infrastructure (Department of Constitutional Development and Planning)	R70 "
7. Provision of relief (food, etc.) (Department of National Health and Population Development)	R20 "
8. Assistance to small business concerns (Small Business Development Corporation)	R75 "
9. Development projects (The Development Bank of Southern Africa)	R25 "
10. Various minor projects such as provincial administrations	R32 "
11. Additional support for the Unemployment Insurance Fund and private sector initiatives	R150 "
	R600 million

(Source : Annual Report, Department of Manpower, 1987.)

Table 5.4 Job Creation and Training Programmes 1985 - 1988

Year	R million		Numbers trained
	Total	Training	1 Jan. to 31 Dec.
1985/86	600	60	53 901 (Apr. to Dec.)
1986/87	285	125	407 259
1987/88	175	75	258 517
1988/89	100	75	264 000 (Quota Apr. to Dec.)
Total 85/89	1 160	335	983 677

(Source : Annual Reports, Department of Manpower.)

4. Training programmes and courses

The institution must be able to design, provide and maintain courses of an acceptable standard and be able to provide efficient training services.

5. Training personnel

The institution must have adequate suitably qualified personnel available, have suitable staff:trainee ratios and be continuously involved in course and staff development.

6. Physical facilities

The facilities must be readily accessible by public transport, suitable for the courses offered and accounting procedures and records on the training of unemployed must be clearly identifiable. The training venues must be adequately supplied with the appropriate training equipment and comply with relevant legislation.

7. Services to trainees

The institution must provide efficient selection, training and registered placement services and must issue a certificate after successful completion of the course. It must also update and adjust its courses to meet the needs in its geographical region.

8. Financial resources

There must be sufficient financial resources to support the objectives and ensure the quality of the institution's training and to provide the necessary bridging finance and there must be sound financial management.

9. Allocation of contracts and inspection of courses

The institution must accept that there may be regular inspections by officials, including their having access to financial records on the training of the unemployed, in order to ensure the implementation of the criteria. Other training facilities in a region will be taken into account when awarding contracts.

It can be seen that these are fairly stringent criteria and that they require a reasonable degree of inspection in order to ensure that they are being complied with.

5.6 AWARDING OF CONTRACTS

When the training of the unemployed was instituted in 1985, it was given much publicity in the media and was required to commence at short notice. All credit should be given to the training advisers and other persons, who in a short time, recruited the group training centres, private training centres and others to enter into the necessary training contracts. By the end of 1985 a total of 53 901 persons had been trained while from January to March 1986 a further 203 457 were trained under about 170 separate contracts. No major publicity has been given to the training of the unemployed from year to year except for the initial announcement of the extension of the scheme and the amount involved during that year. Existing contractors who wish to continue training reapply each year and new applicants make representations for the award of contracts.

Prospective contractors complete an application form and submit it to the Divisional Inspector of Manpower by a predetermined date in December. The applicant is interviewed, usually by the training adviser, and the application is submitted to the head office by 31 January of the following year. The registrar then prepares a memorandum on contractors for submission to the Departmental Committee for the Training and Placement of Unemployed Persons which decides on the successful applicants. Agreements are then entered into between the registrar and the contractor. The committee consists of representatives of the departments receiving funds under the SECP as well as representatives of the private sector and functions under the chairmanship of the Director-General of Manpower.

The Manpower Training Draft Amendment Bill provides for the creation of a fund for the training of unemployed persons. The source of this fund will be money appropriated by parliament and money from interest groups in the private sector. The fund will be utilised to finance training to equip unemployed persons with working skills. The fund will be administered by a committee appointed by the minister consisting of three representatives of the private sector, two officers of the department and the Chairman of the National Training Board. The Director-General of the department shall be the chairman of this committee. The committee's functions will include advising the Director-General on work categories for training, granting of contracts, standards of training and the placement of trainees in employment.

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5.7 PAYMENTS UNDER THE UNEMPLOYMENT SCHEME

An amount of R22 per training day is paid as a course fee to the training institution as well as payments to be made to the trainees. These comprise:

R2,40 per training day for trainees 18 years of age or older.
R1,80 per training day for trainees under 18 years of age.
R1,50 per training day for one meal per day.
R2,50 per training day for transport where applicable.

All these amounts are handled by the training centres and proper financial records must be kept and periodic claims for payment are submitted to the Department of Manpower

5.8 COURSES OFFERED AND NUMBERS TRAINED

All courses offered are registered and approved with regard to content and length by the registrar, the minimum period being one week and, unless there are exceptional circumstances, the maximum period being three weeks.

The training of the unemployed during 1987 has been detailed in Table 2.8 in Chapter 2 which lists 21 sectors in which training took place. In fact over 400 different courses were conducted at approximately 350 different points. It is difficult to give a clear analysis of the courses which were offered in any subject for which employment opportunities existed on account of the range of courses available. Of these contractors there were 131 who provided training for over 25 000 persons in preparation for the informal business sector. Many of these trainers operated in the rural areas while others ran training in the "Hives of Industry of the Small Business Development Corporation". In some cases the contractors assisted trainees in the sale of products made during training while others provided an aftercare service by helping with the purchase of raw materials.

Table 5.5 gives details of the persons trained in each population group and the amounts spent on their training. During the 1987/88 fiscal year 15,6 % of the training took place in Natal, 16,3 % in the Eastern Cape, 19,4 % in the Western Cape, 35,7 % in Transvaal and 13 % in the OFS/Northern Cape.

Table 5.5 Training and Expenditure - 1 April 1987 - 31 March 1988

Type	Persons Trained					Expenditure R million
	White	Coloured	Asians	Black	Total	
Group training centres	488	8 009	97	77 705	86 299	22,00
Private contractors	4 153	13 485	3 101	24 542	45 281	16,25
Informal sector	192	5 297	334	23 330	29 153	11,02
Special building programme	30	1 965	21	50 241	52 257	27,23
Workseekers	122	1 388	28	15 650	17 188	4,61
Handicapped	306	56	23	277	662	0,49
	5 291	30 200	3 604	191 745	230 840	81,60

(Source : Department of Manpower.)

5.9 PLACING OF TRAINEES IN EMPLOYMENT

It will be seen from the criteria for training that contractors are required to attempt to place the successful trainees in employment. For this purpose they are encouraged to register as private employment offices in terms of Section 15 of the Guidance and Placement Act, 1981 (No. 62 of 1981). When these centres were first established they obtained placement figures as high as 80 % but this figure is at present nearer 25 %. Reasons given by the group training centres are that when trained unemployed first became available, they were used to replace untrained workers and that gradually all posts had been filled in this way. In the Annual Report for 1987 the Director-General states that 28 % of the trained unemployed soon find employment while others find jobs at a later stage or function as individual contractors. It is estimated that 60 % of the trained persons manage to make a living within a few months. This probably compares favourably with the percentage of school leavers who obtain employment. Table 5.6 gives an indication of placements during 1988.

Table 5.6 Placements and Percentage Placed - April 1987-March 1988

Type	Persons Placed				Total	% Placed
	White	Coloured	Asians	Black		
Group training centres	181	2 605	21	16 619	19 426	25,1
Private contractors	2 171	5 485	1 130	10 316	19 102	43,8
Informal sector	164	1 470	248	10 593	12 475	43,7
Special building program	9	316	1	11 730	12 056	28,8
Workseekers	143	406	11	2 367	2 936	18,8
Handicapped	3	7	-	1	11	1,8
Total	2 671	10 289	1 411	51 635	66 006	31,8

(Source : Department of Manpower.)

5.10 THE GROUP TRAINING CENTRES (GTC)

From the foregoing can be seen that the group training centres are the main organisations involved in the training of the workseeker as well as being a major partner (37 %) in the training of the unemployed. For this reason it is necessary to look more closely at their structure.

The background to the development of the group training centres is detailed in Paragraphs 2.1.6 to 2.1.8 and 2.5.3 of Chapter 2. From these sections it will be seen that GTCs were established for in-service skills training in a specific region for a group of participating employers. Later, owing to their spare capacity for training, they extended their activities to the training of workseekers and in 1985 to the training of the unemployed. These centres are regulated by Chapter 4 of the Manpower Training Act, 1981.

5.10.1 The Manpower Training Act, 1981, and the group training centres

Chapter 4 of the Manpower Training Act, 1981 (Act No. 56 of 1981) makes provision for the registrar to, on such conditions as he deems fit, register a centre set up by an association of employers engaged in industry in a particular area. Such employers are required to make provision in a constitution for a governing body to control and manage the centre. The centre may also be required to submit details of its courses for registration. This includes the nature, standard, duration, entrance standards and the qualification and experience requirements for instructors conducting the courses. These requirements are applied to all courses which now qualify for the 75 % rebate of course fees paid by the department to the GTCs.

Originally the act empowered the centres to collect funds by means of a compulsory levy, in terms of Section 39 of the act, if approved by the minister. As problems were experienced in this regard by the centres, the act was amended by Act No. 1 of 1983. This amendment withdrew the levy system and provided for the provision of such financial assistance as the minister in concurrence with the Minister of Finance, deemed fit. This led to the introduction of the 75 % rebate in October 1984.

Provision is also made for any costs to employers for training at the GTCs on courses approved by the registrar, to be deductible as training allowances in terms of section 11 sept of the Income Tax Act, 1962. This chapter of the act also provides for the minister to make provision "for the training of workseekers or other persons if in his opinion such arrangements are necessary or desirable in the public interest".

5.10.2 The development of the group training centres

The first centre was established at Bloemfontein in 1975 followed in quick succession by seven other centres including Benoni, Krugersdorp, Sebokeng, Pinetown, Port Elizabeth, Pretoria and Potchefstroom. The Potchefstroom centre, Boskop, was set up specifically for training in agriculture. Initially no centre was created in the Western Cape on account of the prevailing labour policy. With the removal of influx control of black workers and the consequent acceptance of the need to train them in that region, the West Cape Training Centre was established in 1986. Most of these centres are virile and expanding at a rapid rate in order to meet the challenges of training requirements in their areas. It can be said that these centres are at present and will in future form a permanent part of the education/training scene in the RSA, supplementing schools, technical colleges, technikons and universities. They have accepted the need to decentralise their training and make it available as near to the source of unskilled labour and employment opportunities as possible. This is done by establishing branches of the centres as well as by setting up offices at areas in order to control mobile training units operating in such areas, the nine

GTCs with their 60 training points have already been listed in Table 2.2 in Chapter 2. They have succeeded in identifying training needs and marshalling employers in their areas. Apart from courses which qualify for rebate purposes they run non-rebate courses, seminars and special training projects and are used on a consultative basis in training and industrial relations projects. The centres are run as non-profit organisations and are financed by fees paid by employers or trainees, rebates, allowances for training work-seekers and unemployed, as well as by donations in cash, equipment and raw materials from employers and suppliers.

In order to assist in national co-ordination of the work of the GTCs regular meetings of their directors are held. At these meetings they are able to discuss common problems relating to the centres and courses and to plan the development of new courses. There is also an Association of Training Centres consisting of the chairmen of the governing bodies and the directors which meet at least twice each year. At these meetings discussions can take place at an executive level and topics such as salaries, finances and co-ordination of activities between centres can take place.

5.10.3 Rebate training

Approved courses for rebate training have been split into three groups based on the cost of courses, materials used and equipment required. The rebates paid on these courses per trainee are R125 for Group I, R150 for Group II and R200 for Group III courses. Once courses have been prepared and presented for approval by a centre, they may be offered at any other centre and in order to facilitate this procedure a library of all approved courses is maintained at the Apex Training Centre. This list of courses is continualy being added to, and amended and should not be considered as complete. Examples of courses in each group are given in Table 5.7 and a list as at 14.1.1988 is attached as Appendix 2.

5.10.4 Special projects

In addition to the training already referred to, most of the centres have become involved in special employment creation projects. The Bloemfontein Training Centre, for example, has built over 1 000 houses in conjunction with the training of the unemployed in building skills. It would be impossible to even attempt a list of all such projects and consequently only three are mentioned as examples of what is being achieved.

The Eastcape Training Centre has become very involved in training of skills for the

Table 5.7 Typical Rebate Courses - 1988

Group	Course	Entry requirements	Duration
I	Storeman	Std 8	10 days
I	Wine steward	Read, write calculate	2 days
I	Tobacco grading	Must not be colourblind	3 days
I	Elementary sewing	-	15 days
II	Paving and slab laying	Must be able to read a tape	4 days
II	Turning module I	Read drawings and measure	20 days
II	Dairy control lab. assistant	Std 5	8 days
II	Motor truck maintenance	-	10 days
III	Professional bus driver	Must have a valid public driver's permit and be 24 years or older	10 days
III	Coded welder (SABS testing)	Males 18 years and older with 1 year welding experience	40 days
III	Meat cutting skills	Std 8	35 days
III	Platen pressman	One month in printing industry	15 days

(Source : Appendix 2)

Mossgas project at Mossel Bay. In order to simulate the environment and working conditions which will be experienced by workmen in constructing the offshore platform, a simulator has been constructed at the Port Elizabeth centre. This consists of a high two-storey metal frame unit which is a replica of a module of an offshore unit. Teams of trainees have to perform operations, which will be required in actual practice with all the limitations of space, height, etc. on the simulator. Courses for pipe installers, operator welders, structural and mechanical erectors, mechanical operators, platers and electricians are conducted over sixteen-week periods. Persons recruited and selected for this work are unemployed and the training is underwritten by the Central Energy Fund and supported by the constructors' association.

The Bloemfontein Training Centre is running the Molteno project at its Kimberley branch. This project is sponsored under the special employment creation programmes, but is run in conjunction with the SA Defence Force. The army found that for various reasons, including unemployment, they were able to recruit a large number of coloured persons on a voluntary basis for national service which is not compulsory for the coloured population group. As they are establishing a large military camp for coloured persons near Kimberley, it was decided to set up the training in Kimberley. After a period of initial training in the army they are given a course of training at the group training centre after which they are able to use the newly acquired skills during the balance of their national service. Training given to these volunteers is more comprehensive than the normal training of unemployed and extends over periods of eight to thirteen weeks. Various course modules are combined in this period in order to produce a viable course capable of preparing persons for specific employment. There are ten courses available, all of which prepare the trainees for specific employment in the armed services. Examples of these are Upholstery/Sewing which includes basic sewing, upholstery/carpentry, upholstery (sewing), sewing and canvas work, or Construction: Building which includes bricklaying, plastering, glazing, concrete mixer operator, dumper operator, block laying, block and brick making. During or on completion of the two years of national service such trained persons are often placed in employment by the authorities.

The Natal Training Centre has two projects on the South Coast near Scottburgh where, with co-operation from local employers and the local chiefs they are building community centres in areas of KwaZulu under the control of these chiefs. The project consists of a community hall and office, a market area, workshop/factory area, clinic/creche and houses for 15 families who will become involved in working at the centre. All trainees are recruited in the area from among the unemployed, are trained in building skills on the site and then employed by the training centre to build the project under their supervision. When completed it will be possible to conduct training in the workshop/factory area and successful trainees will then be encouraged to work there and sell their produce in the market area. Currently almost 1 000 people are being employed on these building projects. Stone, sand and water are collected in the vicinity and major employers involved with the project assist with donations of materials and the free use of machinery such as earth-moving equipment.

5.10.5 Trainees

The number of persons trained by means of rebate courses at the GTCs is given in Table

5.8, the number of workseekers trained in Table 5.9 and the number of unemployed persons trained in 1988 in Table 5.5.

5.10.6 The Manpower Training Draft Amendment Bill - 1987

Certain proposals which were made in the draft bill will have an effect on the GTCs. Firstly there is the intention to change the generic name from group training centres to regional training centres (RTC). In view of this concept which sees the centres operating in a wider context, it is proposed to enable the minister to determine the area and the categories of work in which the centre may operate and the registrar's approval must be obtained by the governing body for the places in which training is to be conducted. Sections of the act have gone into greater detail on the constitution of the governing body, its liquidation, its power to determine a staff establishment, appoint, promote and discharge staff, determine conditions of service and to control its financial affairs.

An important proposed amendment deals with the creation of an advisory committee for regional training centres which shall consist of one person nominated by each committee and one each from the NTB and the department. The minister shall appoint the chairman and vice-chairman from the members of the committee. This advisory committee shall advise the registrar on matters relating to the RTCs and the secretarial work of the committee shall be conducted by a member of the staff of the department.

5.11 RESEARCH RESULTS

During the research, visits were paid to seven of the nine group training centres as well as twelve of their branches while twenty contractors were visited and discussions took place with several persons regarding this section of training. Attention is given to factors common to the GTCs or the contractors and problems of individual centres or contractors have been disregarded.

5.11.1 The group training centres

It has been found that offering training to workseekers and the unemployed in a particular area has a stabilising influence among people who might otherwise become desperate on account of their inability to find suitable work. Generally the group training centres endeavour to include more than mere skills training in their courses. The obvious advantages to trainees are one good meal a day plus the daily allowance but in addition many

Table 5.8 Rebate Training at GTCs – 1986 and 1987

Courses in which training was provided	1986		1987	
	Employees trained	Duration (weeks)	Employees trained	Duration (weeks)
Accounting	–	–	–	–
Agriculture	869	2 002,6	3 363	4 289,8
Building operations	1 058	2 532	968	2 254,8
Business administration	1	3	1 036	310,8
Business equipment	–	–	–	–
Catering	588	1 599	169	700
Civil engineering work	33	33	71	86
Clerical work	2	5	61	65
Domestic work	519	517,8	2 008	5 613,4
Electrical operations	193	1 023	136	445
Engineering operations (excluding welding)	208	668	226	591,6
First Aid	–	–	124	116,8
Instructional techniques	84	84	15	15
Labour relations	18	18	408	408
Mobile plant operators	1 698	2 968,8	2 501	4 726,2
Motor repair work and maintenance	302	1 019	241	640
Motor vehicle driving and related work	3 034	5 828	2 866	5 754,4
Other	1	3	943	1 285,4
Pump attendants	359	359	1 687	2 052
Safety	–	–	–	–
Salesmanship	–	–	981	987
Security work	551	1 087	1 317	2 629
Storekeeping	108	181	124	222
Supervision and leadership	943	1 704,4	1 440	2 553
Tractor repair work and maintenance	1 040	2 061	1 325	2 641
Welding	990	2 033	1 028	2 136
Total	12 599	25 729,6	23 038	40 522,2

(Source : Annual Reports Department of Manpower.)

Table 5.9 Workseeker Training at GTCs - 1986 and 1987

Centre	Persons who received training	
	1986	1987
Apex Group Training Centre	622	1 321
Bloemfontein Training Centre	1 663	3 635
Boskop Training Centre	1 223	1 833
Chamdor Training Centre	884	2 146
Eastcape Training Centre	1 188	2 562
Natal Training Centre	1 310	604
Northern Group Training Centre	2 669	2 685
Vaal Triangle Training Centre	752	983
Western Cape Training Centre	-	1 331
Total	10 311	17 100

(Source : Annual Report, Department of Manpower, 1987.)

other facilities are available such as sport and recreational areas. Constructive talks are arranged after training sessions on a variety of topics such as marriage and sex guidance; family planning; entrepreneurship; personal, social and industrial hygiene. These activities are intended to educate and not merely train persons attending the courses. Sympathetic attention is given to the personal problems of the trainees at the centres. Physical facilities required in the training programme such as computers, sewing machines, workshop equipment are readily available and well integrated into training courses. Courses are generally well planned and controlled and the administrative structures are able to control and account for all financial transactions. Some of the branches, however, are not as well equipped as they might be and there are real problems in recruiting suitably qualified and experienced staff for some of the remoter areas. The placement services offered at the centres are also very valuable.

A variation in the costs of running courses has been accepted in the case of the three groups of rebate courses, however, in the case of training of the unemployed all course fees are fixed at R22 per training day. This does not allow for the costs of certain courses which are very much higher than others. For example, there is at present a real demand for competent drivers of heavy and extra-heavy vehicles and the cost of such courses is high owing to the capital and running costs of the vehicles and the fact that only one driver per vehicle can be trained at any one time. As opposed to the high costs of driver or sheetmetal worker training, the costs of training petrol pump attendants or the costs of work study are very low. There is a strong feeling that fees should be adjusted to meet the cost of running specific courses.

A further problem area lies in the duration of courses which is generally limited to a maximum of three weeks. In cases where insufficient time is available for training, a sense of frustration is created for instructors. This has led to strong views that there should now be a move away from training with the object of processing large numbers of persons to a more quality-orient form of training including an adjustment of course length and content of courses or allowing successful trainees to proceed with further modules.

Attention could also be given to the possibility of varying the instructor: trainee ratio according to the demands of the course in order to bring training costs down in cases where higher ratios are possible. The GTCs find that when a new intake of trainees takes place, they are flooded with applicants. At such times a dangerous situation can prevail when applicants find that they are not accepted or cannot be considered for courses as quotas have been filled. Often persons present themselves for training having heard about courses but not being fully aware of the kind of course, as well as its aims, that is available or not even knowing what will be expected of them. Often they take whatever course is available merely to undergo training regardless of whether they have the necessary potential for success in the course. Some trainees also indicated that when obtaining work they were expected to perform skills at a level beyond the scope of the training that they had received.

5.11.2 Contractors

Generally contractors do not have the same degree of sophistication of organisation as the GTCs. They do not offer the same range of courses and often only a single course and its quota of trainees are involved in the contract. Unless they are well equipped in the normal course of their activities, such as in typing schools or electronics training, they tend to offer training in subject areas which are more economically viable. Some of these contractors, however, are well equipped for their training courses. It is noted that certain contractors, especially in the informal industry sector, pay a great deal of attention to aftercare of their trainees. There are examples where shops have been established to sell goods manufactured by ex-trainees, assistance is given with the purchase of raw materials and aftercare has even extended as far as the export of manufactured goods.

The greatest single concern about contractors' training centers around adequate control. Inadequacies exist among the weaker contractors with regard to records of students trained, placements and financial accounting. With the large number of contractors and the relatively small number of training advisers, who also have many other departmental responsibilities, regular inspections/visits become difficult to maintain. Meaningful inspections are also hampered by the quota of trainees allocated for the year. For example a quota of 50 trainees for a three-week course in which there may be ten trainees per course, means that the full quota can be catered for by 15 weeks of training. Training advisers would need to know when these training sessions are to take place in order to conduct an inspection. Where proper inspections cannot take place there is no doubt that irregularities may occur. However the important role that these numerous contractors fulfil must not be underestimated.

5.12 FINDINGS

F5.1 IN THE TRAINING OF THE UNEMPLOYED THERE IS A NEED TO ADDRESS CERTAIN PROBLEM AREAS SUCH AS:

1. BASIC AND JOB LITERACY.
2. BASIC MANAGEMENT TRAINING.
3. ENTREPRENEURIAL TRAINING.
4. CULTURAL TRANSITION FROM A TRADITIONAL CULTURE TO AN INDUSTRIAL CULTURE.

THESE MATTERS SEEM TO CALL FOR THE ESTABLISHMENT OF NATIONAL PRIORITIES IN UNEMPLOYMENT TRAINING WHICH WILL LEAD TO CLEAR TRAINING STRATEGIES.

F5.2 THE BACKGROUND OF TRAINING OF THE WORKSEEKER AND THE UNEMPLOYED LIES IN STRUCTURAL AND CYCLICAL UNEMPLOYMENT.

F5.3 INITIALLY PROVISION WAS MADE FOR THE TRAINING OF THE WORKSEEKER TO BE OFFERED AT GTCs IN COURSES WHERE THERE WAS SPARE TRAINING CAPACITY. AS THIS REQUIRED TRAINEES TO MOVE TO WHERE THE COURSES WERE OFFERED THE CENTRES COULD PROVIDE THEM WITH ACCOMMODATION AND CLAIM AN ALLOWANCE FOR THIS PURPOSE. FROM 1988 THIS PRACTICE WAS DISCONTINUED OWING TO THE TENDENCY TO MERGE THE TWO TYPES OF COURSES AND TO TRY TO PUT AS MANY PERSONS THROUGH THE COURSES AS POSSIBLE WITH FUNDS AVAILABLE FOR TRAINING. THE PROBLEM HAS POSSIBLY EASED SOMEWHAT OWING TO THE LARGE NUMBER OF BRANCHES OPENED BY THE GTCs WHICH TAKE THE TRAINING NEARER TO THE PLACE OF RESIDENCE, AS WELL AS BY THE DEVELOPMENT OF MOBILE TRAINING FACILITIES. NEVERTHELESS IT IS FOUND THAT CERTAIN WORKSEEKERS ARE DISADVANTAGED OWING TO THE LACK OF SUCH ALLOWANCES.

F5.4 THERE WILL BE A GROWING NEED TO CONSIDER TRAINING FOR THE FORMAL AND THE INFORMAL SECTORS SEPARATELY, THE LATTER BEING A SPECIFIC FORM OF RESPONSE TO STRUCTURAL UNEMPLOYMENT.

F5.5 IT WOULD SEEM THAT ACCREDITED TRAINING BOARDS COULD PLAY A ROLE IN THE ESTABLISHMENT OF PRIORITIES IN TRAINING FOR THE FORMAL SECTOR AS WELL AS ACCREDITATION OF TRAINING FACILITIES FOR THE UNEMPLOYED.

F5.6 WHERE TRAINEES DO NOT OBTAIN EMPLOYMENT SHORTLY AFTER COMPLETING A COURSE THERE IS A RAPID FALLING OFF OF SKILL LEVELS WHICH MAY MAKE EMPLOYMENT IN THOSE SKILLS AT A LATER STAGE EVEN MORE DIFFICULT. THE SKILL LEVELS COULD BE REGAINED HOWEVER BY A SHORT REFRESHER COURSE AT A TRAINING CENTRE.

F5.7 THERE IS A NEED FOR GREATER DIFFERENTIATION WITH RESPECT TO COURSE COSTS, LENGTH OF COURSES AND COURSE CONTENT IN ORDER TO MEET EMPLOYERS' ACTUAL NEEDS.

F5.8 THERE IS A NEED FOR ATTENTION TO BE GIVEN TO THE QUALITY OF TRAINERS WHO ARE AVAILABLE AND THE INSTITUTION OF ACCREDITED

TRAINING PROGRAMMES AT VARIOUS LEVELS IN ORDER TO DEVELOP A PROFESSIONAL CORPS OF TRAINERS.

5.13 PROPOSALS

P5.1 IT IS PROPOSED THAT A NATIONAL TRAINING POLICY AND A NATIONAL TRAINING STRATEGY BE DEVELOPED WHICH WILL ADDRESS THE PRIORITIES WHICH HAVE BEEN ESTABLISHED.

P5.2 IN THE TRAINING STRATEGY FOR THE WORKSEEKER AND THE UNEMPLOYED THERE SHOULD BE A SHIFT IN EMPHASIS TO TRAINING QUALITY RATHER THAN TRAINING FOR QUANTITY.

P5.3 IT IS PROPOSED THAT THE TRAINING OF THE WORKSEEKER AND THE UNEMPLOYED BE RECOGNISED AS RESPONSES TO STRUCTURAL AND CYCLICAL UNEMPLOYMENT AND THAT THEY BE KEPT SEPARATE FROM ONE ANOTHER AND CONTINUE TO BE FUNDED SEPARATELY.

P5.4 IT IS PROPOSED THAT THE PROVISION OF FUNDS FOR RESIDENTIAL ACCOMMODATION OF WORKSEEKER TRAINEES BE RE-INTRODUCED ON A LIMITED SCALE FOR DESERVING CASES.

P5.5 IN THE ESTABLISHMENT OF NATIONAL TRAINING STRATEGIES USE SHOULD BE MADE OF ACCREDITED TRAINING BOARDS TO ESTABLISH AN INDUSTRY'S TRAINING NEEDS FOR WORKSEEKER AND UNEMPLOYED TRAINING, TO ACCREDIT TRAINING FACILITIES AND ACCEPT RESPONSIBILITY FOR STANDARDS IN ACCREDITED TRAINING INSTITUTIONS. THIS WOULD ONLY APPLY TO TRAINING FOR THE FORMAL SECTOR.

P5.6 THE TRAINING FOR THE INFORMAL SECTOR SHOULD BE A PARTICULAR RESPONSIBILITY OF THE REGISTRAR AND THE TRAINING ADVISERS OWING TO ITS GREAT AND GROWING STRATEGIC IMPORTANCE TO COMBAT UNEMPLOYMENT IN THE RSA. IN THIS REGARD THE PROPOSED ADVISORY COMMITTEE FOR REGIONAL TRAINING CENTRES SHOULD BE ASKED TO GIVE PARTICULAR ATTENTION TO THIS TYPE OF TRAINING AND THE REGIONAL TRAINING CENTRES SHOULD PLAY AN EVEN GREATER ROLE IN THIS TRAINING AND PARTICULARLY ITS AFTERCARE.

P5.7 ATTENTION SHOULD BE GIVEN TO THE RETRAINING, IN SHORT REFRESHER COURSES, OF TRAINEES WHO HAVE NOT OBTAINED EMPLOYMENT AND ARE LOSING SKILLS FOR SELECTED TRAINEES IN ORDER TO HELP THEM ACQUIRE ENTREPRENEURIAL ABILITY SHOULD ALSO RECEIVE ATTENTION.

P5.8 ACCREDITED TRAINING BOARDS SHOULD BE REQUESTED TO INTRODUCE ACCREDITED TRAINING OF TRAINING PERSONNEL AT THE LEVELS OF COURSE CONTROLLERS, INSTRUCTORS, TRAINING OFFICERS AND TRAINING MANAGERS.

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CHAPTER 6

SKILLS TRAINING FOR SMALL BUSINESS DEVELOPMENT INCLUDING THE INFORMAL SECTOR

6.1 INTRODUCTION

In the previous chapter the problem of growing unemployment, particularly in the black community, as well as structural and cyclical unemployment has been dealt with. It now becomes necessary to examine the possibilities of skills training as a strategy for job creation. An indication has already been given of the initiatives taken by organised industry in order to ensure a supply of trained manpower. Industry training boards,private training centres, group training centres and employers' training schemes are all methods used by organised industry and the employer in the formal sector, to ensure a supply of skilled manpower. Despite these measures the growth of employment is closely related to the state of the economy and it is evident that the economy of the RSA is unable to provide the jobs required for full employment.

In The World and South Africa in the 1990s Sunter stresses the need for a dual-logic economy in which the first-logic economy looks to exporting in world markets. First-logic companies "tend to be giants, which use state-of-the-art technology and capital intensive processes to compete in the world game". They do not provide the jobs and the bulk of the new workseekers will have to be employed in the medium to small business and the informal sectors, that is in the second logic-economy, which should be labour-intensive making use of appropriate technology. In Chapter 5 a study was made of the training being offered to the workseeker and the unemployed. This chapter will look at the training needs of small business particularly in the informal sector, as a rapid and successful growth of this sector has the potential of large scale employment creation. If the small business succeeds it has the potential to grow, it can move from the informal into the formal sector, it can create employment and it can create wealth. It has been found that 50 % of small businesses fail during the first years of their existence and there is no doubt that training can be an important factor contributing to the success of the business.

6.2 INITIATIVES BY THE STATE

The state has given a great deal of attention to matters such as privatisation, deregulation, development of small business and job creation. This has led, for example, to the White

Paper on Privatisation and Deregulation in the RSA (WPG 87) and the White Paper on a Strategy for the Creation of Employment Opportunities in the Republic of South Africa (WPC-1984). There have also been major reports by the Committee for Economic Affairs on topics such as "A strategy for small business development and deregulation" (PC4.1985) and "A strategy for employment creation and labour intensive development" (PC1/1987).

A number of measures have already been adopted in order to implement recommendations made in these various reports and some of these will be detailed without attempting to produce an exhaustive list, but merely to illustrate actions taken.

Annexure B of the White Paper on Privatisation and Deregulation states:

STEPS ALREADY TAKEN IN RESPECT OF DEREGULATION

1. Various government departments have already on their own initiative deregulated certain activities. Measures have included the removal of influx control, the issue of uniform identity documents, the opening of certain central business districts to entrepreneurs of all population groups, the extension of business hours in general and in the liquor industry, the reduction of formalities and inspections with regard to hotel licences, the revision of the permit system for road transport, the creation of the close corporation, the introduction of small claims courts, the abolition of job reservation, the institution of property ownership rights for blacks, the abolition of price control on a large number of commodities, quicker procedures for the establishment of urban areas for blacks, and simplified regulations for the preparation and sale of foodstufs.

2. The Temporary Removal of Restrictions on Economic Activities Act, 1986, has been approved by parliament.

3. All regulatory bodies have already been requested to identify - and to change in accordance with specific guidelines in two six-month programmes - all measures that may be restricting economic activity.

4. The Competition Board has been assigned the task of undertaking investigations with a view to deregulation in areas, inter alia, that have been identified by the President's Council as being of the highest priority.

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5. The private sector and individuals have been invited to identify areas that are creating problems for them with a view to deregulation investigations.

The Special Employment Creation Programme was launched in the second half of 1983 and has received substantial injections of money from the state up to the present time. This has included sums given to the Small Business Development Corporation (SBDC) for small business creation. In fact the SBDC itself was established in 1981 as a private sector organisation in which the state and the private sector could participate.

The Council for the Promotion of Small Business was formed in 1981 and was replaced by the Council for Small Business on the recommendation of the President's Council.

The Competition Board gives continual attention to matters such as deregulation and has made recommendations, many of which have been implemented, on aspects such as licences for taxis, trade licences, food handling regulations, establishment of industrial centres and regulations affecting black traders.

The Temporary Removal of Restrictions on Economic Activities Act led to deregulation at a site in Kew, Johannesburg. The development of Kew as an industrial centre was financed by Job Creation SA and the National African Federated Chambers of Commerce (NAFCOC) and provides a deregulated venue which is sublet to entrepreneurs. Further proclamations on deregulation in terms of this Act were gazetted in 1988 relative to the SBDC "Hives of Industry".

6.3 THE RESEARCH PROJECT

It was decided to study how owners of small businesses in the formal and informal sectors acquired the skills needed to run their businesses and to ascertain their views on the role of skills training in this process. In addition to this the views of persons involved in training and counselling for small businesses were sought on the role of training in small business development. From such a study it was hoped to formulate guidelines on training policy. The research was conducted by means of a literature survey of relevant material as well as case studies of 80 small business entrepreneurs in the Pretoria/Witwatersrand area. The views of trainers were obtained from 86 questionnaires sent out to 25 organisations involved as trainers and consultants in small business development. A 50 % response to these questionnaires was received.

The following types of businesses were included in the study: retail trade, small manufacturers, service industries such as hairdressing, small builders, repair businesses, fast foods and catering, professional services and hawkers. A questionnaire was designed for this purpose and a field workers' guide was written, fieldworkers were briefed on how to use the questionnaire and fieldworker's guide as well as how to conduct the interview. A copy of these documents as well as the questionnaire to trainers is included as Appendix 3.

6.4 SMALL BUSINESS IN THE FORMAL AND INFORMAL SECTORS

For the purpose of the study a small business was considered to be one run by the owner which provides employment to not more than 20 people.

The informal sector is characterised by ease of entry, the use of less sophisticated technology, high labour intensity and smallness of scale regarding production and/or turnover. This sector operates outside the existing legal framework or administrative regulations, in that the businesses are not registered or licensed.

The formal sector on the other hand is characterised by its operation within the legal framework of the country. These businesses are fully registered and licensed. They comply with the various acts of the country such as the Health Act of 1977, the Licences Act of 1962, and the Basic Conditions of Employment Act of 1983. These businesses are also required to pay tax and to comply with all the regulations and bylaws of the relevant provincial administration and local authority.

It seems as if many businesses comply with some regulations and not with others. Therefore they can be placed in a continuum, one pole representing the informal and the other pole the formal sector. Those businesses that are not fully part of the formal sector and yet are not fully informal may be regarded as being part of the semiformal sector.

6.5 LITERATURE STUDY

As can be seen from the previous paragraph small businesses can start up and operate in the formal or in the informal sector or in the continuum between them. These two poles represent on the one hand a modern sophisticated economy and on the other poverty, low productivity, unemployment, lower standards and lack of skills. There should, however, be a symbiotic relationship between the two. Businesses in the formal sector supply the raw materials to the informal sector and in turn the developing sector could supply goods and services to the formal sector. In the area of training the same interdependence could also apply as both sectors require training to help in starting up, running and expanding their businesses and common grounds in such training needs exist. However, in examining the training and skills required, the socio-cultural, political and economic environment in which both operate cannot be ignored.

6.5.1 Factors influencing training approaches

Social structures, norms, standards, involvement of the family or extended family all influence the society's and the individual's attitude towards starting up and running a business, particularly in the informal sector. If training is to be effective it must be directly linked to the socio-cultural environment. The government's approach to small business development, urbanisation, economic development, manufacturing and labour policies also has an influence on small business and training needs. In the same way the economics of growth rates, labour or capital intensity of industry play a role in the functioning of small businesses.

An examination of small business development in South Korea, Taiwan, Hong Kong and Singapore shows high growth rates, diminishing income, inequality and improving living standards. There is a strong achievement-oriented work ethic, a sense of collective solidarity within the family and beyond and a high value placed on education. While tax rates are low the welfare services are relatively undeveloped, the education is harshly meritocratic and care must be taken in interpreting their systems, as cause-effect relationships need to be studied.

Confucian ethics may have played an important role in the economy in East-Asian countries. This ethic stresses respect for work, the family and organisation authority. Because of the differences between the individualism of Protestant ethics and Confucian ethics, training strategies could differ widely between West and East.

Trainers need to be alert to the cultural, economic and political differences among different people as well as the differing needs in the developing and developed sectors of the community. While business training must take note of the background and experience of the trainee, it must transcend cultural barriers and provide access to more efficient and cost-effective methods. The International Labour Organisation (ILO) has stressed the need to develop programmes for healthy growth of enterprises as fundamental to the future well-being of countries.

6.5.2 Bridging the gap between formal and informal businesses

Businesses in the informal sector are characterised by the following: lack of official status, being unregulated and unlicensed, use of indigenous resources, being run by an individual or his family, being labour-intensive, using appropriate technology, requiring small capital outlay, working irregular hours, inconsistent quality, negotiable prices, minimal costs and no tax being paid. The characteristics of the small business in the formal sector on the other hand, are almost the opposite of those of the informal sector. There are also differences within the formal sector between small, medium and large undertakings. The size of these differences depends on the size, the type of the industry, the skill level and education of the owner, his basic business knowledge and the finance and training available.

There is a divergence of views on what training for the small business development should attempt to achieve. One view is that it should try to improve the position of the informal sector while the other is that training should enable the informal sector to bridge the gap and join the formal sector if it wishes to do so. It can be concluded that there are large numbers of business owners who cannot, for a variety of reasons, be expected to participate in training. A further very important issue is whether entrepreneurship can be acquired by training or only be developed if it already exists.

6.5.3 Entrepreneurship

Entrepreneurship seems to be an important characteristic that distinguishes the innovative business from the one that remains static. The following characteristics of entrepreneurs have been isolated:

A high level of achievement motivation
Innovativeness through doing something unique and different
Flexibility and ability to adjust to change
The willingness to take calculated, moderate risks
An acceptance of full responsibility for their ventures
Perseverance and hard work to see ideas through
Self-reliance, setting goals and working towards them
Striving to do better than in the past

Optimism while striving for better profits
A persuasive but aloof approach to others

It does seem that entrepreneurship is not something that is either present in an individual or absent from his make-up but that there is a continuum between non-entrepreneurial and entrepreneurial ability. One of the main characteristics of an entrepreneur is a high level of achievement motivation and some authors contend that this motivation can be aroused and developed. The success of programmes to develop achievement motivation are difficult to measure but it seems doubtful that a short training programme could change a personality disposition.

What is necessary, however, is the creation of an environment favourable to the emergence of entrepreneurship. An essential feature of this environment is that there must be freedom for the business to operate with a minimum of restrictions. Hetherington and Rutman (Hirschowitz, et al, 1988) indicate that less control is needed over:

Where businesses can operate;
what goods business owners can manufacture or sell;
the prices that can be charged for goods or services;
what premises people can use to conduct business;
the procedure of licensing of business - a licence should be seen as a right and not a privilege.

6.5.4 Content of training programmes

Whatever the merits of entrepreneurial training in developing entrepreneurs it is clear that they require other forms of assistance and training. The main concerns of the small business owner centre on the daily running of the business and planning is likely to be short term and centre on cash flow problems. It seems that the aim of training should be to change the ad hoc short-term approach to a strategic production and volume planning approach.

As many small businesses start up without proper planning it becomes a function of training to examine the market, premises required, viability and financial needs. Training is also needed with regard to materials, work and financial management and particularly costing and pricing. This does not mean that training ensures that work necessarily progresses more smoothly, but it does ensure that the owner grasps what is going on in the business.

The owner should be able to move away from the day-to-day running of the business and ad hoc decision making to forward planning based on materials and market needs. Other aspects which need attention are interpersonal relations relating to employees and customers as well as legal aspects, for example how to obtain licences. It should be stressed that training for small business needs to be individualised as all small businesses do not have the same needs. In this regard there would seem to be advantages in modular training systems for small business development.

6.5.5 Methods of training

Most literature agrees that classroom teaching, although being the most economical, is not the most suitable for small business development. The classroom situation is far removed from reality, trainees may lack the educational background for such training and may not be able to give up time from the work situation to attend such courses. On the other hand training within the actual business situation can address and solve real problems and consequently counselling, consulting and mentoring can be a most useful form of training. Other methods could make use of the mass media and distance learning, especially where large numbers need to be exposed to the business culture. It is also possible to make use of mobile training units in order to train in the rural areas, as has already been done in Latin America.

Innovative and flexible trainers are needed so that a variety of methods such as case studies, role playing, workshops and visits to small businesses can be used in courses which require participation by trainees rather than placing them in a passive listening situation.

6.5.6 Frameworks for the research

Training for small business development is challenging and research into training methods is urgently required so that a high quality of training is available in order to advance the development of small businesses. Such training will need to reconcile the framework of the functioning of a small business with the framework of the training cycle. The former deals with an intricate relation between the owner, his enterprise regarding its origins and problems, the inputs to and outputs from the enterprise and its future plans, while the latter consists of a system of training goals, training resources, target group, training processes, other factors influencing training as well as training feedback. These two frameworks

Table 6.1 Business according to Sex of Respondents

Type		Sex				Total	
		Male		Female			
		N	%	N	%	N	%
Trading	N	8	14,3	5	20,8	13	16,3
	%	61,5		38,5		100	
Hairdressing & hair products	N	1	1,8	3	12,5	4	5,0
	%	25,0		75,0		100	
Services	N	10	17,9	5	20,8	15	18,7
	%	66,7		33,3		100	
Jewellery, gifts and artistic products	N	3	3,7	3	3,7	6	7,5
	%	50,0		50,0		100	
Car repairs, services and products	N	5	8,9	1	4,2	6	7,5
	%	83,3		16,7		100	
Building, construction and carpentry	N	12	21,4	-		12	15,0
	%	100,0				100	
Dressmaking and knitting	N	1	1,8	7	29,2	8	10,0
	%	12,5		87,5		100	
Leatherwork, Metalwork and upholstery	N	11	19,6	-		11	13,7
	%	100,0		-		100	
Electrical & electronic businesses	N	5	8,9	-		5	6,3
	%	100,0				100	
Total	N	56	100,0	24	100,0	80	100,0
	%	70,0		30,0		100	

need to be brought together so that common ground can be found between the needs of the owner and the way in which training can help him achieve his goals.

6.6 PEOPLE IN SMALL BUSINESS AND THEIR VIEWS ON TRAINING

In this section an analysis is made of the case studies of persons running their own small businesses. In-depth information which will be essential in placing training in the right context was obtained on the 80 entrepreneurs. It is not certain to what extent this information can be generalised but possible trends will certainly be revealed.

6.6.1 Biographical description of the sample

The sample was analysed according to sex, population group, level of education, age and previous working experience. It consisted of 70 % male and 30 % female respondents. Table 6.1 indicates the type of business and the sex of the owner.

Table 6.1 shows that the sex of the owner has a bearing on the type of business activity engaged in. Males are more likely to enter into manufacturing and a wider range of activities than females, who tend to enter selling, hairdressing, dressmaking or similar activities.

Black persons represented 70 % of the group, 20 % were white and 10 % were coloured persons. The white respondents were mainly involved in the formal business sector while the others came mainly from the informal sector. This factor, however, is not particularly significant as the sample was small and to some extent the results reflect how the sample was selected.

Only four of the respondents had no schooling, nine had only received primary education and the balance had some degree of secondary schooling, with 63 % having obtained a standard eight certificate or higher while 23 % had some postschool education. Thirty-one had received some form of artisan or technical training such as boilermaking, carpentry, secretarial, dressmaking, etc. A large portion of the sample thus possessed some basic skill which could be used in their own business.

The median age of the sample was 38 years with 69 % aged between 30 and 49 years. The youngest was 21 years and the oldest 72 years of age. It seems likely that they decided to start their own businesses after some previous work experience.

All previous work experiences, whether assisting in a business as a child, as an employee or in previous self employment,may contribute to their approach to present ventures. Before entering into a paid work experience, 35 % of the sample were exposed to a work environment as a child or adolescent. This included working for a parent, friend or relative as well as during vacations and weekends. One respondent had made and sold wooden objects as a child. Seventy of the respondents had previously been in paid work, the median period being eight years. There was a connection between the work done previously and the present business in the case of most respondents. Most respondents (69 %) had not run their own businesses previously while those with previous business experience had run businesses for an average time of two years.

6.6.2 Description of existing businesses

There was a very wide variety of businesses in the sample and they could be separated into the formal, semiformal and informal sector. Generally they illustrate the multiple possibilities existing for such ventures and could be grouped into those engaged in manufacturing a product, offering a service and a combination of manufacturing and service.

The main types of products being made were cupboards, furniture, gates and burglar proofing, picture frames, clothing, prepared food, handbags and spectacle cases, sculpture, art and craft work and jewellery, printed matter, household linen and floral arrangements. These products require a minimum of capital investment and make use of a basic skill. Manufacture accounted for 46 % of the sample.

A wide range of services was offered by the sample, and 29 % indicated that they offered a repair service. These included motor repairs, panel beating and spray painting, battery repairs and tyre service, house repairs and painting, furniture repairs, re-upholstery and furniture polishing, steel product repairs, jewellery repairs, repairs to electrical appliances and computers. Trading was the second most frequent service offered and accounted for 23 % of the sample and this group obviously includes hawkers. Other services were hairdressing, restaurants, taverns, dog grooming, floral displays for functions, dispensing medicines and printing signs. Other services were interior decorating, photography, undertaking, cupboard installation and made-to-measure clothing. Almost 78 % of the sample indicated that they offered a service and this was often a combination of manufacturing and service, for example the manufacture, installation and repair of cupboards.

This very wide diversity of activities indicates that training for small business development cannot focus on specific skills which are a prerequisite for entry into small business. It would be better for the training to concentrate on acquisition of the necessary business skills.

The sample consisted of 23 businesses in the formal, 28 in the semiformal and 29 in the informal sectors. The sector in which the business operates does not seem to have an influence on the nature of the business and the same products and service could be offered in either the formal or informal sectors. This could indicate a need to train people to enter the formal from the informal sector if they should wish to do so. There is also a possibility of training in order to advance the skills that are required in the business once it has been established.

Businesses in the informal sector were run from home or in an industrial park. All businesses in the semiformal sector ran from industrial parks. There was a bigger range of venues for the formal sector ranging from the well established business on a permanent business site to more basic goods or services being offered from the owner's residence.

There seems to be little difficulty with the provision of a business infrastructure as 89 % of the sample had electricity, 67 % telephones and 89 % running water and sanitation, the exceptions being businesses such as taxi services and hawkers.

Businesses in the formal and semiformal sector and especially in industrial parks, had access to office equipment, hand tools and machinery, while those in the informal sector rarely had such facilities. The development of businesses in the informal sector requires little infrastructure or capital outlay and such businesses are relatively easy to start. However, they have the potential to create employment with little public sector outlay and consequently their development should be considered as important.

Almost three-quarters of the respondents indicated that they owned the businesses while those having partners often indicated a family member as the co-owner. A large number (78 %) of the respondents indicated that they took all business decisions themselves. Franchise arrangements were rare and a few individuals had some franchise or financial arrangement which required a share of the profits to be paid to others.

In just over half of the businesses, members of the family were involved in the business; generally they were merely "helping out"; in a few cases they were partners and only in three cases were they paid employees. Often in the informal sector the support role of the family is an important factor in the running of the business.

6.6.3 The origins of the business

Most of the businesses (68 %) were started during 1985 or later and only 11 % had been in existence for eight years or longer. Most of the respondents had started businesses with the hope of improving their circumstances. There seem to be two broad categories of owners, those who were unemployed or feared the possibility of losing their job and those with a desire to be independent or with the need to achieve or advance themselves.

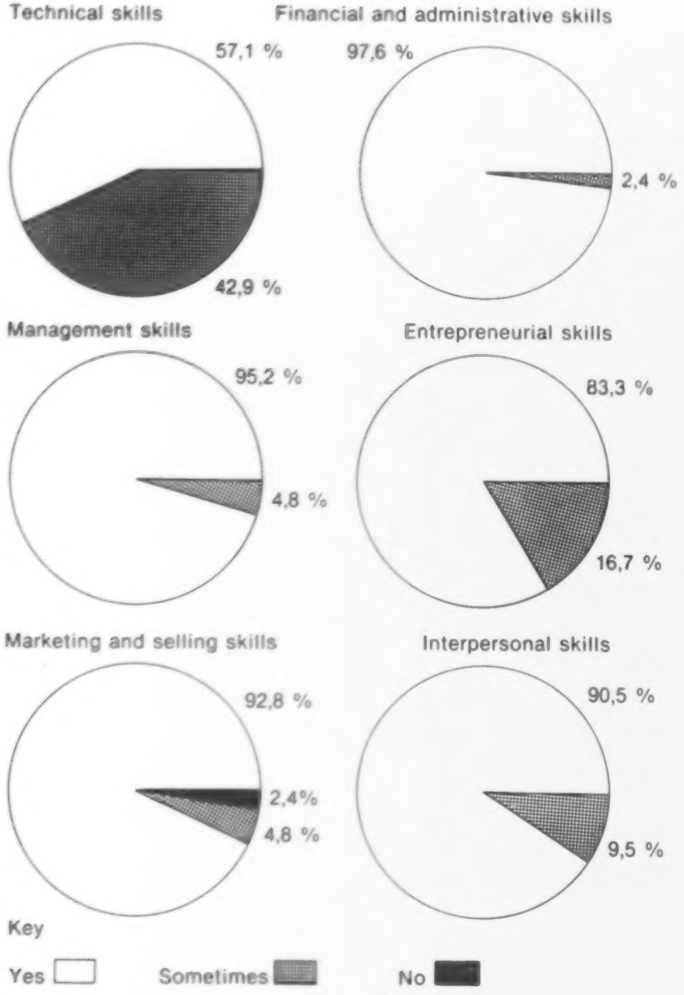
Interest and previous experience or training seem to be important considerations in the choice of the business venture. Generally people do not enter into a venture without a background knowledge of what the business requires. The first steps taken in starting the business were given as: obtaining the goods, equipment or tools (28 %); obtaining finance (18 %); finding premises (18 %); obtaining information or background knowledge (10 %); taking over an existing business (9 %); finding customers (9 %); starting in a small way by moonlighting, etc. (8 %); meeting legal requirements (3 %). This low rating given to meeting legal requirements is very interesting in the light of the stress given by many people to licensing and deregulation.

Sources to finance the business were largely from personal savings or else from loans from relatives or friends in 74 % of the responses. This could mean that the informal business starts up on a small-scale and could be assisted by loans from development agencies or banks. A variety of means were used in obtaining business premises with the most popular being a private residence (20 %), and by means of a development agency or local authority (20 %).

Raw material or products to sell were generally obtained from manufacturers, retailers and wholesalers and only two respondents mentioned seeking the cheap- est or most cost-effective supplies. On the other hand it seems as if finding customers in order to start a business requires considerable effort and door-to-door canvassing, some form of advertising and introductory offers were some of the measures adopted.

Almost half the respondents had not attempted to obtain a licence to start or run the business, but those who did were faced with delays on problems such as fire or health regulations.

FIGURE 6.1
SKILLS NEEDED TO RUN A SMALL BUSINESS



6.6.4 The job and wealth creation potential of small business

Paid employment was created by 76 % of the sample and it is of interest that 93 % of the formal, 82 % of the semiformal and 48 % of the informal businesses created employment. There were also more people per business in the formal than other sectors. This work includes 192 males and 122 females in full-time, 11 males and 12 females in part-time and 53 males and 14 females in casual employment.

Almost 80 % of the businesses supported the owner and at least one dependant, but generally it was found that most businesses supported large families as 31 % supported five or more dependants. Community support for the businesses was forthcoming as was confirmed by more than 70 % of the respondents. In cases where the community did not support the business the reasons given indicated that the product was too specialised or, in the case of hives of industry, the business was too remote from the community.

6.6.5 Skills needed for running the enterprises

Responses to questions on the skills needed for running a small business are illustrated in Figure 6.1. Fully 57 % of the respondents indicated that a technical skill was required to run their business and that the skill was directly related to the type of business run. This skill went hand in hand with product, process, service, market and communicating knowledge. Experience was the most common way they acquired this knowledge while some obtained it through formal or informal training. Apart from the technical skills required in the business the respondents were asked about the business skills required such as general management, record keeping, financial management and interpersonal skills. As the importance of these skills can have a significant bearing on training, the responses are illustrated in Figure 6.2. The respondents considered the handling of customers as the most important skills followed by planning, handling staff, selling and bookkeeping. The lowest rating was given to understanding contracts, followed by preparing financial statements. Their responses to the extent of possession of such skills also varied from a belief that they had the most skills in handling customers, purchasing and handling repayments, to the least skill in bookkeeping, preparing financial statements and understanding contracts. From Figure 6.2 it is clear that training must take all such skills into account but that each individual has different requirements. It would seem that a series of training modules would be a good way to handle these topics.

Only 43 % of the respondents had received some form of business training, the most common form being from small business development agencies (17,5 %) but a Figure 6.1 wide variety of other institutions had been involved. Generally such training focussed on business management, marketing, selling and record keeping. Training also takes the form of seeking advice and counselling. Forty of the respondents indicated that they had received advice from various sources and clearly, from their responses, much of this advice and training was found to be very useful. The most important source of such advice was the network of family and friends. The vast majority of respondents (89 %) indicated that experience was their best teacher and this has an important bearing on the need for training being made relevant to the owner's experience. It seems that an understanding of basic business terminology is not necessary in starting small businesses as, although 95 % of the respondents stated that such understanding was important, many of them were unable to explain terms such as banking, invoicing, debit and credit. In order to enable the small business to develop, however, it is clear that an understanding of business terminology is important and this is clearly a function to be addressed by training.

6.6.6 Problems experienced in running the business

The most frequently encountered problems were acquiring capital and coping with competition. Problems related to acquiring capital centred on satisfying the loan requirements of financial institutions owing to the lack of surety. These were usually solved by using savings, starting a smaller business or borrowing from relatives or friends. The shortage of funds, however, remains the most pressing problem.

The problems of coping with competition centred on too many similar businesses in the same area, price cutting and extending credit. Attempts were made to cope with this by offering a better service where possible. Problems were experienced in the use of public transport or obtaining transport, where a means of transport was not owned by the business, in order to obtain supplies or make deliveries. The high cost of equipment, machinery and tools was also referred to as a problem, forcing owners to use insufficient or out-of-date equipment. The hives of industry offered the opportunity of hiring equipment as a solution to some respondents. Other problems centred on marketing, debt repayment, regulations, obtaining supplies, staff problems, obtaining business premises and achieving and maintaining standards.

FIGURE 6.2
BUSINESS SKILLS

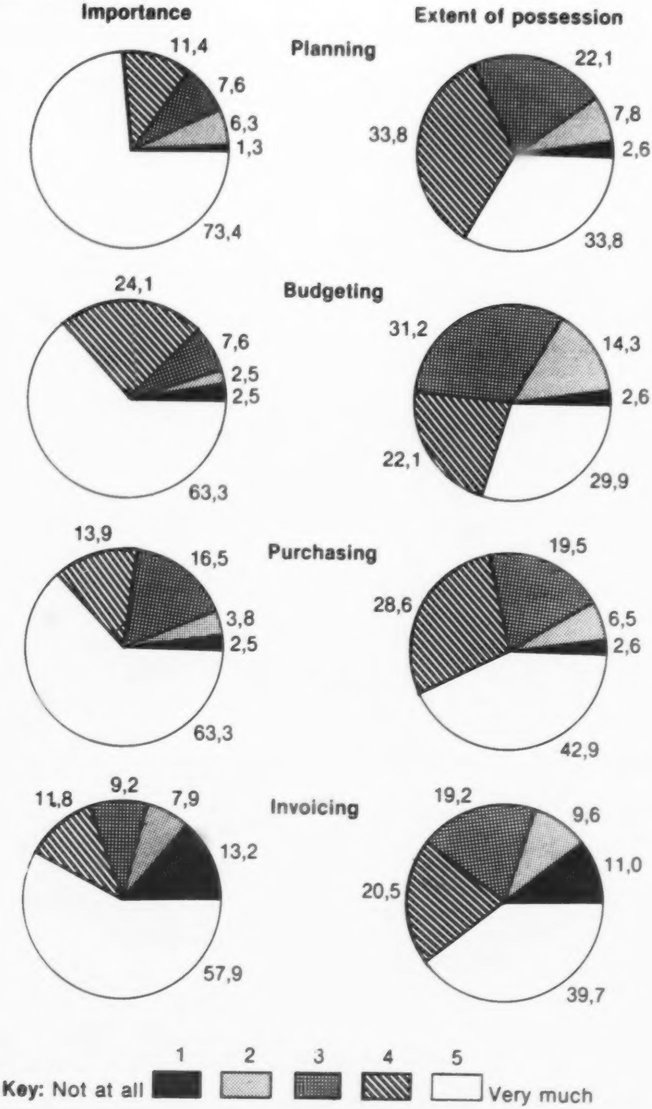


FIGURE 6.2 (continued)
BUSINESS SKILLS

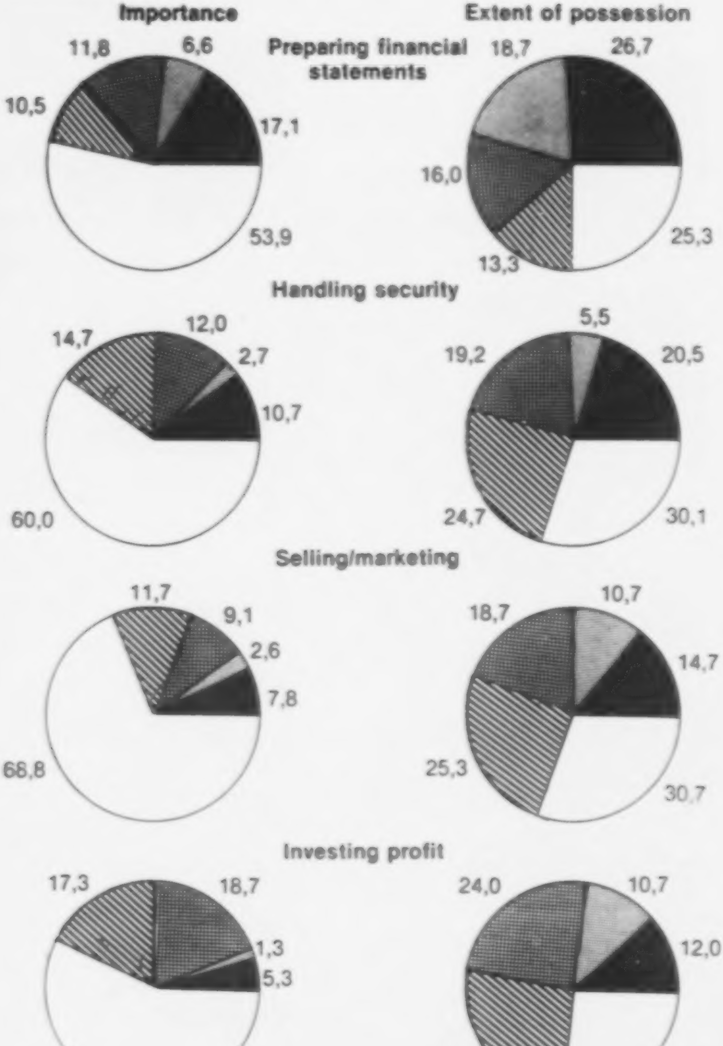


FIGURE 6.2 (continued)
BUSINESS SKILLS

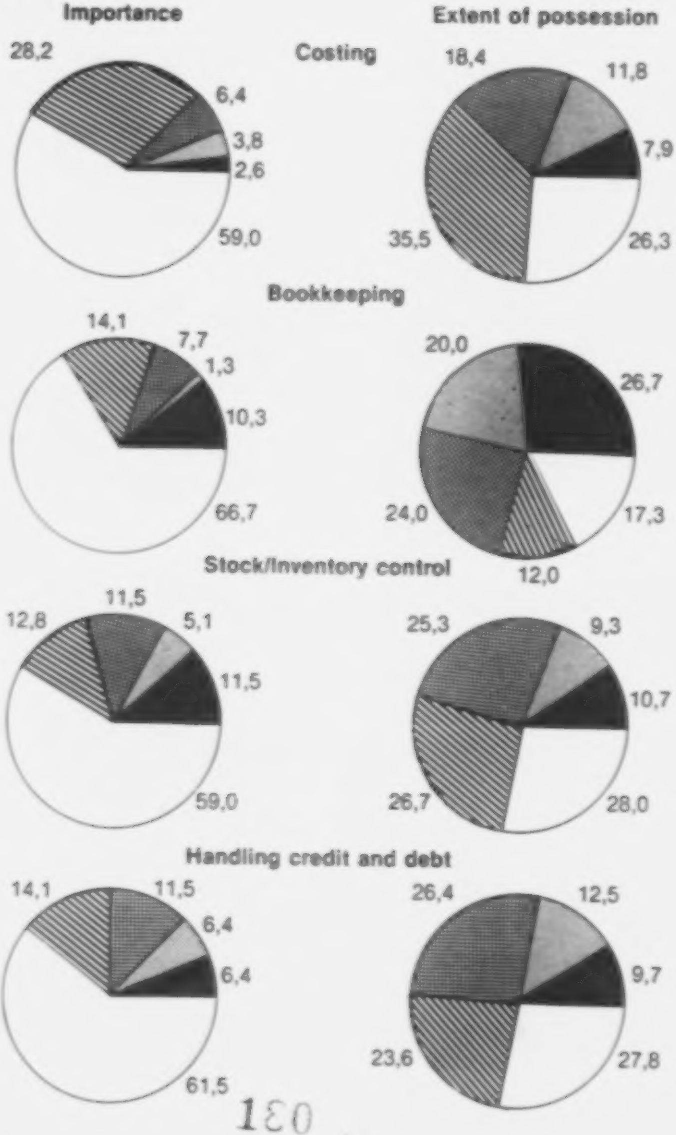
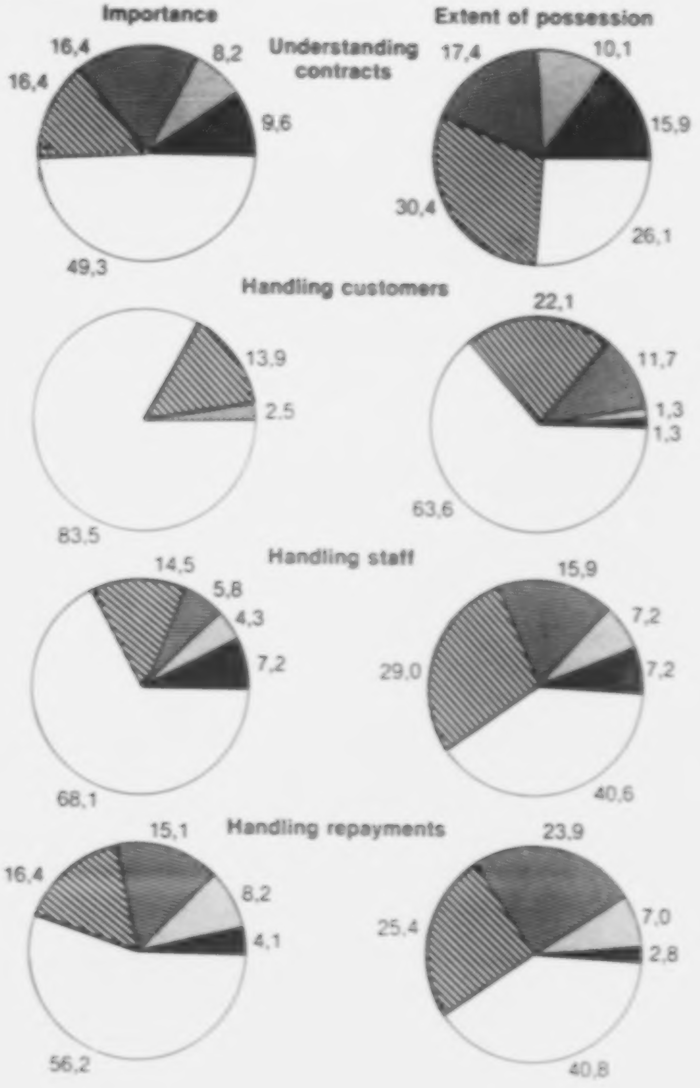


FIGURE 6.2 (continued)
BUSINESS SKILLS



A great many of these problems could be addressed by training and counselling. In this way business owners could be helped to prepare good business proposals, or loan applications, or set business goals and business priorities.

6.6.7 Identified training needs

In responding to a question on the advice that the owners would give a person wishing to start their own business, the greatest number indicated that persons needed to make sacrifices, be patient but optimistic and work hard. This was followed by the need to have sufficient funds and careful planning. It is of interest that having the right attitude was rated higher than having the necessary skills.

Respondents indicated the changing training needs in order to start a business, to run it and to expand it. This showed that more training was needed in the starting phase than the other two and that training should cover general business management, technical skills and record keeping. During the running stage financial management and marketing training were important while in the expansion phase training in marketing, financial management and customer relations became important.

6.6.8 Respondents' views on the success of the business

Most respondents (85 %) felt that their businesses were successful and self-confidence and optimism characterised the group. Their reasons were that the business was profitable (50 %), expanding (24 %),that their efforts were paying off and they were providing a needed service. As being in "ones own business gave a feeling of independence", 91 % planned to stay in their business and 89 % planned to expand. Many felt that they were earning more through their businesses than they would have earned in employment. It is clear that a successful small business not only can create employment but also contributes towards job satisfaction.

6.6.9 The training implications

The development of small business in the formal and informal sector has become extremely important as a means of creating employment and distributing wealth. As training can improve the prospects of the business and the possibility of expansion is becoming increasingly important that training for small business development be carefully planned. The following suggestions for training arise from owners' responses:

Inspirational courses could be run to encourage the development of small businesses.

Training should be practical rather than theoretical.

Flexibility in the content and method of training is needed in order to meet the individual needs of trainees.

Self-selection based on achievement motivation is probably the best basis of selection for training.

Basic literacy and numeracy are important selection criteria.

Training should be directed towards expansion and movement into the formal business sector.

Basic skills should be a prerequisite for business training in businesses where such skills are required.

Upgrading of skills already acquired may be an important part of business training.

Training in planning, goal setting, evaluating achievement against goals and goal modification seem fundamental to business training.

General business management, record keeping, financial management and interpersonal skills should form part of business training.

Training in identification of the market is important.

Different training needs or emphasis is necessary in starting, running and expanding a business.

Training should identify where more product and processing knowledge is available.

Modular training systems are recommended for business training.

Use should be made of training, mentoring, counselling, consulting and advising.

6.7 PEOPLE INVOLVED IN TRAINING FOR SMALL BUSINESS DEVELOPMENT

As already mentioned, the views of 42 trainers were obtained by means of a questionnaire. As the sample was small it is necessary to be careful in making generalisations from the responses.

6.7.1 Biographical description of the sample

Respondents were well educated as all except one had matriculated and received postschool education, the majority (69 %) having obtained a diploma or degree in some aspect of commerce or management. Twenty-four had received formal training in computer programming, teaching or marketing. The majority (88 %) were men and the median age of the trainers was 46 years. The youngest was 24 years and the oldest 60 years of age.

A large group of the respondents held senior positions in their organisations, 30 % being managers, 18 % were managing directors and 5 % were head of training or counsulting divisions. The balance were trainers, consultants and counsellors.

6.7.2 Respondents' view on who should learn about small businesses

Respondents were unanimous that prospective entrepreneurs, staff of small business development agencies, trainers and business owners should have knowledge of the functioning of small business. Almost all trainers also thought that this learning experience should be made available to secondary school pupils, tertiary students, unemployed, as well as bankers, financiers and business owners in the formal business sector. More than 80 % felt that government officials should be included and 68 % wanted primary school pupils also to be included.

It was also felt that the way that learning takes place, as well as the content, should vary according to the group. Primary school pupils should learn through exposure to small business, supplemented with general education on small business activities. Secondary school pupils should be taught general business principles as well as accountancy and budgeting, while tertiary students should be educated in business principles. Prospective entrepreneurs required practical training with regard to start- up, running and business expanding principles. Trainers needed knowledge to impart to trainees, financiers needed the skills to help small businesses manage their finances efficiently and officials required better interpersonal skills.

6.7.3 Who requires more specific small business training

Most respondents (63 %) felt that selection for training was necessary while some thought that self-selection would take place. As training is costly and facilities are scarce and not all persons have entrepreneurial interest or ability, the majority were in favour of selection.

The main characteristics of potential trainees were identified as: having an interest in business, initiative and the ability to start new projects, having a high need for achievement, self-confidence, willingness to take risks and to learn and persevere.

The views on the preconditions for training to take place were: basic literacy and numeracy, specific technical skills as well as fluency in English or Afrikaans. At least some exposure to a business environment and business experience were considered desirable by about 75 % of all respondents.

6.7.4 Skills needed to run a small business

Respondents agreed that financial, administrative, management, marketing, selling and interpersonal skills were almost always needed. It is surprising, however, that they rated technical skills and entrepreneurial skills the lowest. Owners' responses generally agreed on the more important skills required. Possibly they felt that entrepreneurial skills were inherent in the individual and were best drawn out by experience.

6.7.5 Content of training

Trainers were asked to indicate the extent to which training in sixteen different areas was important for the formal as well as the informal sector. The responses are illustrated in Figure 6.3. They stressed: administrative and financial management, marketing and selling, business proposals and interpersonal skills for the formal sector while inspirational training and technical training to acquire skills were considered as more important for the informal sector. Their reasons for this differentiation were that formal business was part of the mainstream economy and should fit in with its needs while ventures in the informal sector would require skills to start a business which the individual probably did not initially have.

Opinions were equally divided on whether standards of training in the two sectors should differ. Among those who felt that they should differ were views that probably those entering the informal sector were less well educated and possessed fewer skills and less knowledge than those entering the formal sector. While there were views that training was necessary in all stages of development of the business, 14 % felt that it was most effective when the business was running and 70 % felt it was most effective in the starting stage. The owners also indicated that training was needed most at starting but with a different emphasis at each stage of development.

6.7.6 Methods of learning

The various training methods available include formal classroom instruction, workshops, discussion groups, case studies, visits to successful small businesses, role playing, on-the-job mentoring, business videos, etc. Ratings given to these by respondents indicate that the focus should be on individual training and individual counselling and on-the-job mentoring were seen as the most useful ways of acquiring small business skills. This is, however, the most expensive form of training and can only be made available to small numbers. The most useful form of training seems to be participative workshops, role playing, visits to small businesses, while video instruction and classroom teaching and self-instruction were considered the least effective.

6.7.7 Characteristics of the trainer

Most respondents felt that a business-related qualification was important in order to give trainers the necessary theoretical background for training. However, 19 % felt that experience and competence were more important than Figure 6.3 academic training. All agreed that someone with a sympathetic personality and the ability to establish a good rapport with others and who could build up sound interpersonal relationships was the ideal trainer. Other desirable characteristics were analytical thinking, objectivity, and the willingness to share and transmit knowledge. As training had to be practically based, past business experience or at least exposure to a business environment was important. It was also indicated that retired businessmen, management consultants, bankers and financial experts could be successfully used as trainers as well as university lecturers with commercial qualifications. Artisans could be used to a lesser extent but people without a business background such as university students, school teachers, sociologists or psychologists were less likely to be useful.

There is a need for training in the rural areas where there is a scarcity of people with the required skills as trainers. Fifty seven per cent of the respondents felt that people with lower levels of education could be used as trainers in such areas as they would have a better understanding of the problems of rural development. The main objections came from those who felt that such trainers would suffer from the same handicaps as the people needing assistance.

Another possible source of potential trainers was that of officials in the service of the state, province or local authorities who deal with licensing, health, fire hazards, etc. While such persons see their role as being that of law enforcement, they could be trained to offer advice and act as facilitators. Fewer than half of the respondents agreed that this could be done, but they felt that preconditions were necessary. These included prior business experience and small business training, selection because of their empathy and a change in attitude to helping rather than punishing. There were views, however, that because they were part of the bureaucratic system they would be looked upon with suspicion.

6.7.8 Other services that training organisations should offer

The study of owners' responses indicated that they experienced problems regarding loans, transport, competition, marketing, etc. Trainers were asked how they could assist in this regard. They were split into two camps regarding whether training organisations should provide access to such facilities or not. One group considered that training for small business development was incomplete without access to such facilities; while the other group felt this was not the responsibility of training institutions as other organisations such as development agencies already provided such services. This issue remains a contentious one and is as yet unresolved.

6.7.9 Training standards

The majority of respondents (90 %) indicated that their organisation evaluated its training by means of questionnaires after training, follow-up visits to the trainees' business, evaluation of trainers or consultants by trainees and regular revision of courses. They also indicated that further evaluation could take place by monitoring trainees and their

FIGURE 6.3
CONTENTS OF TRAINING FOR BOTH FORMAL AND INFORMAL SECTOR

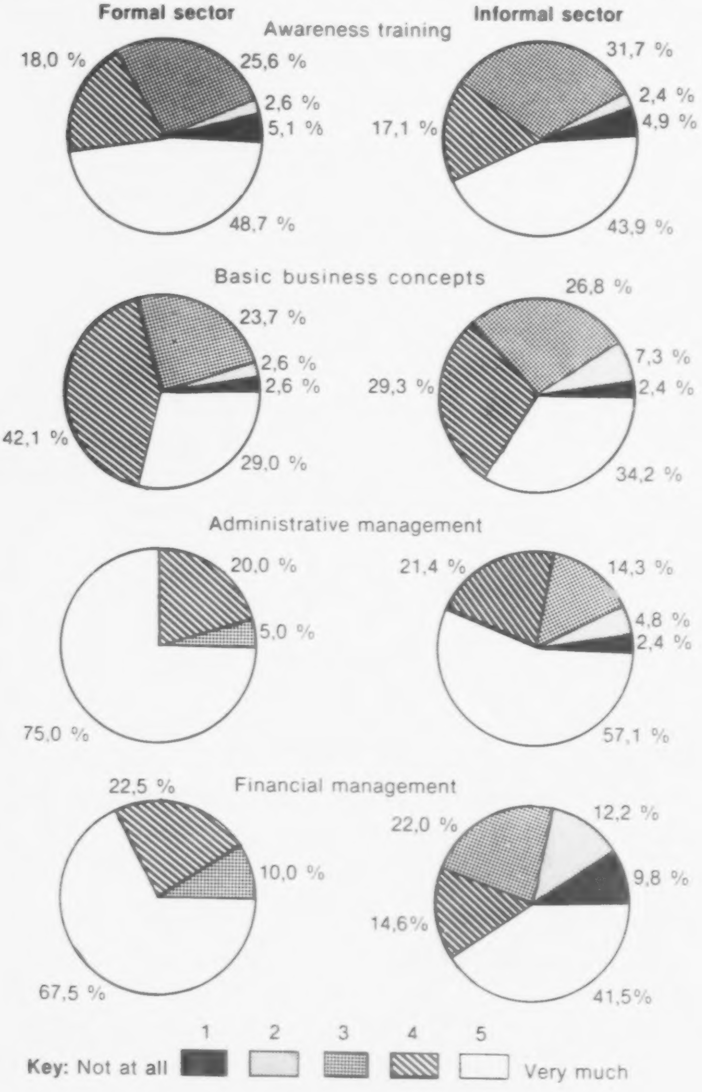


FIGURE 6.3 (continued)

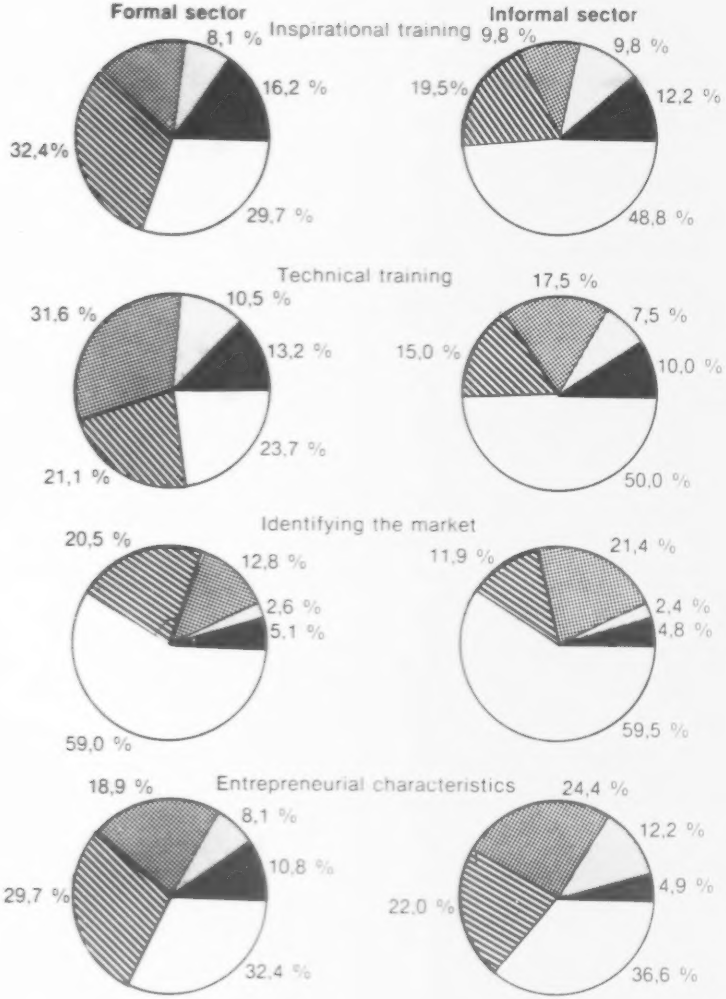


FIGURE 6.3 (continued)

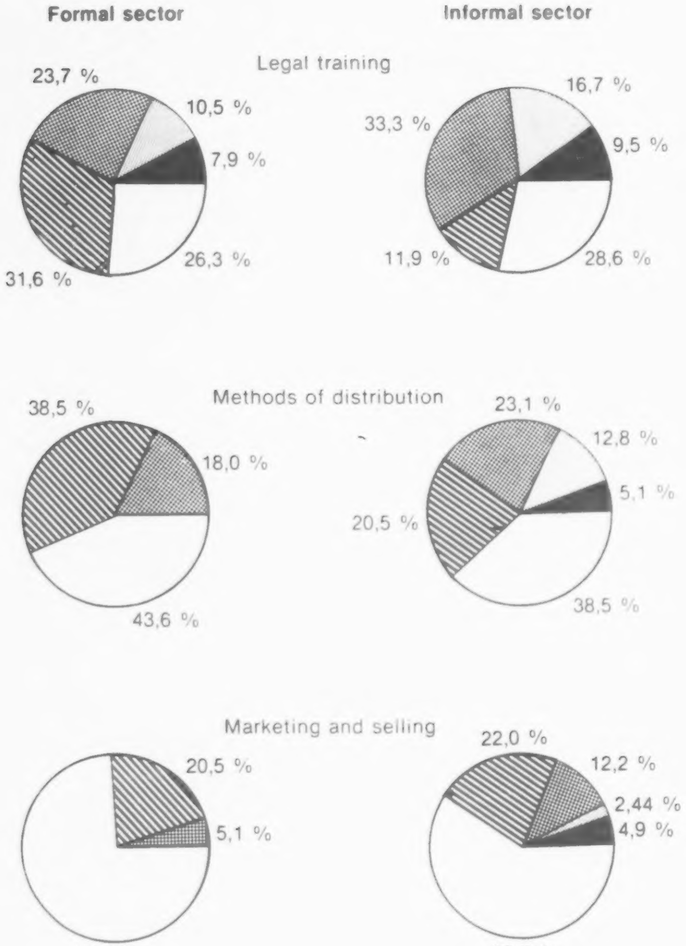
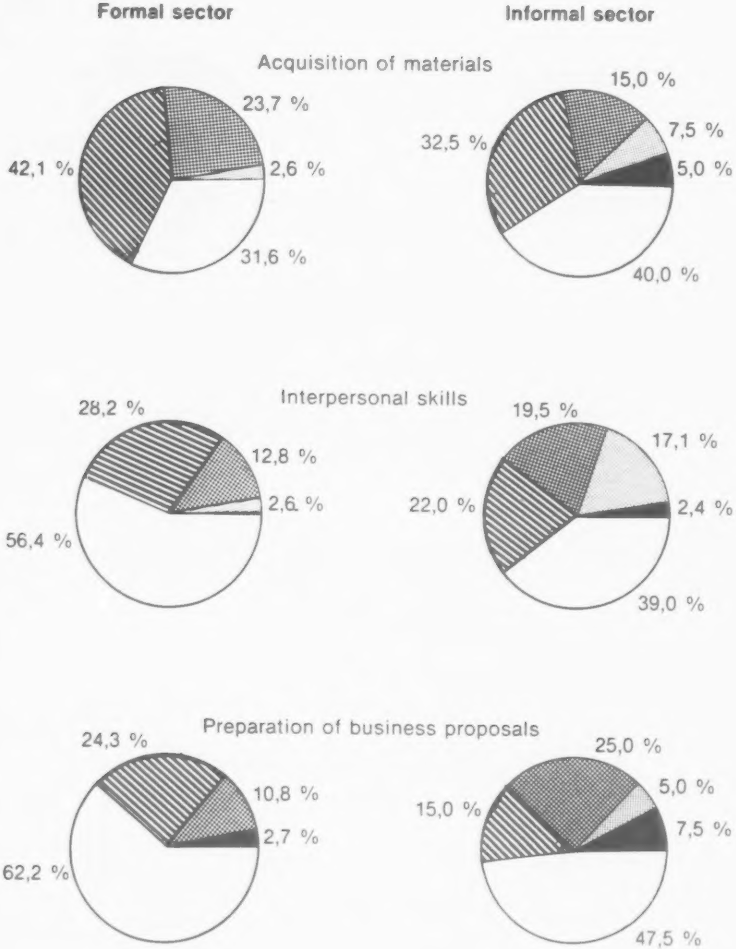


FIGURE 6.3 (continued)



business over a period of time, setting criteria for measurement of training, use of independent evaluators and the use of tests.

Standardisation of training was not favoured by 59 % of the trainers as they considered that different businesses need different types of training, owners have different backgrounds requiring different training approaches and standardisation could make training rigid and inflexible. On the other hand, those supporting standardisation considered that small business development could be promoted by high training standards, duplication of effort could be avoided, people could be protected against training exploitation and evaluation of training would be easier.

There was much more general agreement, however, on the need for accreditation of training. The 72 % who agreed considered that accreditation would ensure better training standards, give recognition to organisations offering accredited training, lead to a recognised qualification, motivate trainers and trainees and make evaluation easier. It was considered that those involved in the accreditation process should come from associations such as the SA Black Taxi Owners Association, training agencies, small business development agencies, educational institutions and private sector training organisations.

6.7.10 Funding of training

Owing to the importance of the development of the small business sector to the future prosperity of the country it was considered that public sector funding was essential. This could be by way of direct subsidy, tax concessions, grants to trainees, etc. and funding should be linked to the success of the training. It was accepted that funding from the public sector should be coupled to accreditation and criteria for assessment of the success of training. The majority considered that such funding should be done through the Department of Manpower. It was also felt that the private sector could contribute by sponsoring or subsidising training centres, seconding staff to training, providing bursaries to trainees by cash grants and donations and by training the trainers, in business skills. It was indicated that large corporations had already done many of these things. It was also considered that the trainees should pay what they could afford towards their own training.

6.7.11 Co-ordination of training

Almost two-thirds of the respondents agreed that there should be a co-ordinating body which could avoid unnecessary duplication of services and monitor the use of funds but there was a small group which feared yet another bureaucratic empire-building body. However, the vast majority agreed that a national strategy for small business development was necessary. A co-ordinating body that could decide on policy, funding, accreditation and standards of training as well as formulate and implement a national strategy for small business development.

6.8 FINDINGS

F6.1 IN VIEW OF THE HIGH LEVELS OF UNEMPLOYMENT IN THE RSA AT THE PRESENT TIME AND THE APPARENT INABILITY OF BUSINESSES IN THE FORMAL ECONOMY TO GIVE EMPLOYMENT TO ALL WORKSEEKERS, PARTICULARLY THE UNSKILLED WORKER, WAYS AND MEANS NEED TO BE FOUND TO CREATE MORE JOBS. A MUCH GREATER PUBLIC AWARENESS IS REQUIRED OF THE NEED TO DEVELOP SMALL BUSINESSES AND TO CREATE THE SYMBIOTIC RELATIONSHIP BETWEEN THE FIRST AND SECOND LOGIC ECONOMIES.

F6.2 IT SEEMS THAT SMALL BUSINESSES IN BOTH THE FORMAL AND INFORMAL SECTORS OF THE ECONOMY HAVE THE POTENTIAL TO CREATE MORE JOBS IN THE FUTURE SINCE THEY ARE MORE LIKELY TO BE LABOUR-INTENSIVE. TO ENSURE THAT THESE BUSINESSES ARE EFFICIENTLY RUN, SO THAT THEY CAN REALISE THEIR POTENTIAL TO CREATE MORE JOBS, EFFECTIVE TRAINING IS REQUIRED.

F6.3 THE SOCIOCULTURAL, ECONOMIC AND POLITICAL ENVIRONMENT IN WHICH BUSINESSES DEVELOP, NEEDS TO BE TAKEN INTO ACCOUNT IN THE FORMULATION OF ANY SMALL BUSINESS TRAINING PROGRAMME.

F6.4 ENTREPRENEURSHIP IS NOT A CHARACTERISTIC WHICH IS ABSENT OR PRESENT IN AN INDIVIDUAL. IT IS IN FACT A CONTINUUM BETWEEN NON-ENTREPRENEURIAL AND ENTREPRENEURIAL ACTIVITY. THIS MEANS THAT SOME PERSONS, PARTICULARLY THOSE HAVING ACHIEVEMENT MOTIVATION, AND WHO ARE EAGER TO LEARN, ARE MORE LIKELY TO BENEFIT FROM TRAINING.

F6.5 TRAINING COURSES NEED TO BE GEARED TO THE SPECIFIC NEEDS OF EACH BUSINESS OWNER AND CLASSROOM TEACHING IS THE METHOD WHICH IS LEAST LIKELY TO PRODUCE RESULTS. INDIVIDUAL COUNSELLING IS A MORE EFFECTIVE METHOD BUT ON ACCOUNT OF COSTS, GROUP METHODS OF TRAINING SHOULD BE USED TOGETHER WITH ACTIVE PARTICIPATION BY THE TRAINEES. PRACTICAL APPLICATIONS AND NOT THEORETICAL CONCEPTS SHOULD BE TAUGHT.

F6.6 THE CONTENTS OF TRAINING NEED TO BE SUCH AS TO ENABLE THE TRAINEE TO PLAN AHEAD, TO USE MORE EFFICIENT RECORD-KEEPING METHODS AND TO IMPROVE HIS INTERPERSONAL SKILLS. THEREFORE GENERAL MANAGERIAL, ADMINISTRATIVE, MARKETING AND INTERPERSONAL SKILLS SHOULD FORM PART OF SMALL BUSINESS TRAINING.

F6.7 THERE IS MERIT IN A MODULAR TRAINING APPROACH TO TRAINING FOR SMALL BUSINESS DEVELOPMENT.

F6.8 A DIFFERENT EMPHASIS IN TRAINING IS NEEDED DURING THE STARTING, RUNNING AND EXPANDING PHASES OF A BUSINESS BUT OF THESE THE MOST IMPORTANT STAGE FOR TRAINING IS WHEN THE BUSINESS IS STARTED.

F6.9 BASIC LITERACY AND NUMERACY ARE ESSENTIAL FOR ANY BUSINESS TRAINING.

F6.10 THE BASIC TECHNICAL SKILLS NEEDED IN CERTAIN TYPES OF BUSINESSES ARE NOT CONSIDERED AS PART OF BUSINESS TRAINING BUT ARE ESSENTIAL SKILLS THAT SHOULD BE ACQUIRED BEFORE BUSINESS TRAINING IS RECEIVED. TRAINING TO UP-GRADE SKILLS, HOWEVER,COULD FORM PART OF A BUSINESS TRAINING PROGRAMME.

F6.11 TRAINERS AND FACILITATORS SHOULD BE DRAWN FROM AS MANY SOURCES AS POSSIBLE SUCH AS RETIRED BUSINESS PEOPLE, ARTISANS AND APPROPRIATE OFFICIALS.

F6.12 CO-ORDINATION, FUNDING, SETTING OF STANDARDS AND ACCREDITATION ARE INTERLINKED AND IT SEEMS THAT A BODY IS NEEDED TO OVERSEE

TRAINING FOR SMALL BUSINESS DEVELOPMENT. FOR SUCH A BODY TO SUCCEED A NATIONAL TRAINING STRATEGY IS NECESSARY.

6.9 PROPOSALS

P6.1 IT IS PROPOSED THAT THE CABINET GIVE CONSIDERATION TO A NATIONAL YEAR OF SMALL BUSINESS DEVELOPMENT DURING WHICH THE ASSISTANCE OF ALL THE FORMS OF MEDIA IS SOLICITED IN ORDER TO MAKE THE GREATER PUBLIC OF THE RSA ACTIVELY AWARE OF THE IMPORTANCE TO SOUTH AFRICA OF THE POTENTIAL OF SMALL BUSINESS DEVELOPMENT IN THE FORMAL AND INFORMAL SECTORS.

P6.2 IT IS PROPOSED THAT A DYNAMIC NATIONAL TRAINING STRATEGY FOR SMALL BUSINESS DEVELOPMENT BE DESIGNED AND THAT IT BE UPDATED ON A REGULAR BASIS. THE STRATEGY SHOULD FOCUS ON THE TRAINING NEED, THE FUNDING OF SUCH TRAINING, ITS CO-ORDINATION, THE SETTING OF STANDARDS AND THE ACCREDITATION OF TRAINING COURSES.

P6.3 IT IS PROPOSED THAT CONSIDERATION BE GIVEN TO A NATIONAL CO-ORDINATING BODY FOR TRAINING FOR SMALL BUSINESS DEVELOPMENT WHICH WILL HELP IN THE PLANNING AND IMPLEMENTATION OF THE NATIONAL STRATEGY. SUCH A BODY SHOULD HAVE REPRESENTATIVES OF: ASSOCIATIONS LOOKING AFTER THE INTERESTS OF SMALL BUSINESSES, SMALL BUSINESS DEVELOPMENT AGENCIES, THE PRIVATE SECTOR AND INTERESTED PUBLIC SECTOR DEPARTMENTS. THIS BODY COULD FOLLOW THE MODEL OF ACCREDITED INDUSTRY TRAINING BOARDS.

P6.4 STATE FINANCING OF TRAINING FOR SMALL BUSINESS DEVELOPMENT MAY BE BY MEANS OF SUBSIDIES AND THE CASH GRANT SYSTEM. THE CO-ORDINATING BODY SHOULD RECEIVE A CASH GRANT IN THE SAME WAY AS OTHER ACCREDITED TRAINING BOARDS. TRAINING ORGANISATIONS SHOULD CONTINUE TO RECEIVE SUBSIDIES, GRANTS OR THE PAYMENT OF COURSE FEES AS AT PRESENT. THE PRIVATE SECTOR SHOULD ALSO CONTRIBUTE TO THESE ACTIVITIES BY SUBSIDIES AND GRANTS TO THE CO-ORDINATING BODY AND TRAINING ORGANISATIONS

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AND SUBSIDIES AND LOANS TO TRAINEES. IT IS ALSO PROPOSED THAT THE TRAINEES MAKE A FINANCIAL CONTRIBUTION TOWARDS THEIR OWN TRAINING.

P6.5 IT IS PROPOSED THAT AS FAR AS POSSIBLE A SYSTEM OF ON-THE-JOB-TRAINING BY COUNSELLORS AND MENTORS BE DEVELOPED. THE SECONDMENT OF PRIVATE SECTOR STAFF FROM THE PRIVATE SECTOR TO ACCREDITED TRAINING ORGANISATIONS IS TO BE ENCOURAGED AND MUCH GREATER USE MAY BE MADE OF RETIRED BUSINESS EXECUTIVES.

P6.6 THE CONTENT OF TRAINING COURSES AND THE TRAINING APPROACH SHOULD BE BROUGHT INTO LINE WITH THE FINDINGS IN THIS REPORT AND BE TAKEN INTO ACCOUNT WHEN ACCREDITING TRAINING.

P6.7 PRELIMINARY SKILLS TRAINING SUCH AS IS GIVEN AT PRESENT IN THE TRAINING OF THE UNEMPLOYED COULD BE USED TO SCREEN POTENTIAL TRAINEES. SUCCESS IN SUCH COURSES, THE WILL TO WORK HARD AND SUCCEED AND SIMPLE PERSONALITY ASSESSMENTS SHOULD BE USED AS SELECTION PROCEDURES FOR TRAINING IN BUSINESS SKILLS.

P6.8 AS A VAST DEVELOPMENT OF SMALL BUSINESSES IS ENVISAGED AS A RESULT OF THESE PROPOSALS IT IS ANTICIPATED THAT A GREAT NEED FOR TRAINERS WILL BE EXPERIENCED. A POTENTIAL SOURCE OF FACILITATORS OF SMALL BUSINESS DEVELOPMENT IS PRESENT WITHIN THE PUBLIC SERVICE. EXAMPLES OF THESE ARE HEALTH INSPECTORS, LICENSING OFFICERS AND TRAFFIC POLICE. CONSIDERATION SHOULD BE GIVEN TO CAREFUL SELECTION OF A SMALL NUMBER OF SUCH PERSONS AND THEN TRAINING THEM TO ACT AS FACILITATORS ON AN EXPERIMENTAL BASIS.

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CHAPTER 7

FACTORS FACILITATING OR INHIBITING SKILLS TRAINING

7.1 INTRODUCTION

Factors which could facilitate or inhibit skills training are examined in this chapter. Ideally this research should have been carried out once the work of project committees one to four had been completed but because of the time allowed for the total research project this approach could not take place. Consequently the research projects had to run concurrently and this part of the research could not draw on the findings of the other committees. It was decided that it would make extensive use of available literature, would draw on the information contained in responses to the original questionnaire, rely heavily on inputs made at project committee meetings and where necessary, the researcher would conduct interviews with experts in order to solicit further information on specific areas of discussion. The work of this committee then became, to a certain extent, a control on other projects.

Initially considerable attention was given to a structure by means of which consideration could be given to all the possible factors impinging on the training process. This entailed a careful analysis in order to determine who the principal actors were and what the forces were which impacted on them in the training process.

It has been stated that the economy of a country depends to a large extent on the skill of its labour force and consequently it can be anticipated that an increase in the skills level of the labour should heighten the chances of development of the economy. In view of this fact it can be claimed that the state has a responsibility with regard to the training of its citizens even when an ideal educational system exists. In the RSA with its inequalities in education, the state has an additional compensatory role to play in skills training. It seems that this has been accepted by the state and is reflected in its support through tax concessions, training of workseekers and training of the unemployed. However, the full responsibility for training cannot lie solely with the state and it must be accepted that the private sector should also bear some social responsibility toward the community in this regard.

The labour force is one of the most important factors of production and, as training can play an important role in increasing the efficiency and productivity of labour, the employer cannot afford to neglect the training of his employees. It is accepted that employers who provide good training facilities are able to attract good labour, have higher productivity and are more inclined to prosper. There naturally are also problems associated with good training such as the loss of well trained staff to non-training competitors, loss of production time during training periods, good production staff who lose production time while used as trainers and the provision of training facilities. Taken all-in-all it must be accepted that training is expensive but employers will have to accept it as an investment in human capital which will bring a long-term rather than a short-term return.

Because training is expensive it must be made cost-effective, must result in higher productivity and ultimately lead to greater profitability. The benefits of training, however, do not accrue solely to the employer. The employee also derives a great deal of benefit from effective training such as higher job satisfaction, being able to cope with his work and enhanced career opportunities. This in turn means that the employee should be positive about his training and also be prepared to make a contribution towards it as it is of direct benefit to him.

Training in the private sector in the RSA is complicated by its multicultural labour force, the fact that there is a First/Third World bipolarity and the problems of a large illiterate work force sector.

It is clear that the actors in the training scene have been identified as the state, employers and other organisations and the employee and his organisations. Figure 7.1 gives a picture of how the facilitating and inhibiting factors relate to these actors, principally from the point of view of an organisation.

7.2 FACTORS EXTERNAL TO AN ORGANISATION

External factors, while being outside the immediate environment of the organisation, still have a noticeable influence on training. Generally these macrofactors cannot be altered by the organisation but they may require adaptation in order to eliminate problems which may arise because of them. Such factors may be very complex as seen by the following approaches: geographical/historical, sociological/psychological, technological/traditional, etc. Because of this complexity a number of external factors which have general applicability to South African industries will be considered.

7.2.1 International politics

Obviously international politics such as sanctions and boycotts have a negative effect on the commercial sector. Such actions not only reduce the funds available for training, but also mean that technology, skills, materials, processes and training equipment may be withheld. It is also possible that sanctions may act as a stimulus to the growth of local industry in the absence of international competition. This may in turn lead to an increase in training for industrial growth. In addition the less active periods might well create the opportunity for greater schooling of the labour force.

In July 1984 the Sullivan code was made obligatory for American companies in the RSA and as it required

> initiation and development of training programmes that will prepare, in substantial numbers blacks and other non-whites for supervisory, administrative and technical jobs (Huss, A. Black advancement and employment codes.),

it had a stimulating effect on the training of black workers. However, this code will not have any further direct effect as it has now been withdrawn. It did act as a stimulus to great social awareness and the participating companies can hardly return to their previous attitudes towards black advancement.

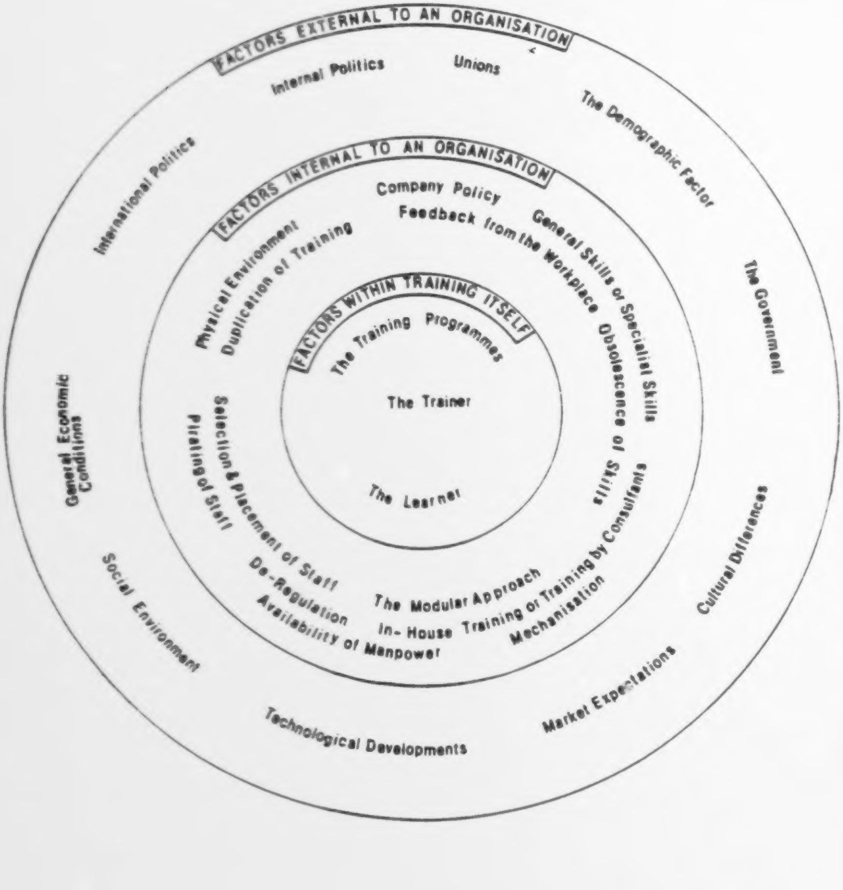
Other international pressures have impinged on training particularly from European-based companies with South African subsidiaries. They also have adopted a multiracial stance and propagated black advancement. Britain has adopted an antisanctions stance and provided substantial funds for the advancement of black education and training which does not necessarily take place within the RSA.

7.2.2 Internal politics

Politics in the RSA undoubtedly have an important influence on commerce and industry. Demands are being made as a result of growing black awareness which led to industrial and civil instability and obviously this in turn had an impact on training. Trainers have had to give consideration to the aspirations of the black people as well as the cost-effectiveness of their training programmes. These factors which are external to the organisation have consequently also impacted on the internal training facilities. The

FIGURE 7.1

DIAGRAMMATIC REPRESENTATION OF FACTORS INFLUENCING TRAINING


FACTORS EXTERNAL TO AN ORGANISATION
Internal Politics
Unions
The Demographic Factor
International Politics
The Government
General Economic Conditions
Cultural Differences
Social Environment
Market Expectations
Technological Developments
FACTORS INTERNAL TO AN ORGANISATION
Company Policy
Feedback from the Workplace
General Skills or Specialist Skills
Obsolescence of Skills
Physical Environment
Duplication of Training
Selection & Placement of Staff
Pirating of Staff
De-Regulation
Availability of Manpower
The Modular Approach
In-House Training or Training by Consultants
Mechanisation
FACTORS WITHIN TRAINING ITSELF
The Training Programmes
The Trainer
The Learner

growing shortage of white top level manpower also has brought about a realisation that ever greater efforts must be made in training so as to accelerate the advancement of black employees within the industry.

7.2.3 The trade unions

Trade unions in the RSA can be split into the older unions such as the SA Confederation of Labour and the COSATU group of unions. At the end of 1987 there were 205 registered trade unions and at least 88 unregistered unions as well as at least eleven trade union federations. Because of the internal tensions between these unions it would be a mistake to consider unions as unified among themselves. The attitudes of unions towards modular training is an example of the lack of uniformity. Some unions accept the modular system while others reject it and see it as a basis for training of cheap labour and fragmentation of accepted trades. Trade union attitudes and how they influence their members can impinge on the effectiveness of training.

7.2.4 General economic conditions

The effect of the economic cycle on employment and unemployment has already been dealt with. An additional difficulty is that expenditure on training is one of the first sectors to be cut back because such economies in expenditure are seen to have a positive influence on the profits in the short term but at potentially considerable cost in the long term. During the upswing in the economy, however, re-employment takes place and there is little time to be spared for training. This leads to a shortage of trained labour which sets off the inflationary cycle of wage increases. If industry took the long term view of training being an investment in human capital, then the effect of the downswing would be to have more, not less, training at a time when there is labour available for training without disrupting the production process. Either way it can be seen that the state of the economy exercises an influence on the training cycle.

7.2.5 The demographic factor

The phenomenon of structural unemployment has also been dealt with. The population growth already outstrips employment creation leading to a surplus supply of untrained labour. The scrapping of influx control has led to a mass exodus from the rural to the urban areas which has to some extent eased the position in the rural areas but exacerbated the urban problem. The greater supply of labour should facilitate the selection of trainees, lead to a better quality of recruit, and in turn make training easier and more effective. This can also exercise a direct influence on the content and duration of the training programme.

7.2.6 Social environment

It is well known that milieu deprivation causes difficulties for the pupil and trainee. Certain studies refer to this phenomenon as secondary deprivation and have shown that it can lead to underdevelopment of cognitive ability which in turn has serious implications in a learning situation. A knowledge of the environment from which employees are recruited can have an influence on the training course as has successfully been carried out in training for the mining industry. Training can be planned to provide the skills needed as well as enhance the quality of life of the employee, providing the social background of the trainee is known and is taken into account.

7.2.7 Technological development

New technologies impact on training as they bring about new production processes, materials, equipment and machines and new products all of which might require new training programmes. They also have a more direct impact on training when the new equipment can be used in the training process as well, as is the case with computer-aided learning for example. It might also have a negative effect in that industry may become more capital-intensive, leading to fewer employment opportunities.

Increasing automation or even robotics can mean that people with new skills are required and that a shift from manipulative to cognitive skills takes place. One thinks here, for example, of the effect of programmed logic control of manufacturing plant and the retraining needed for the maintenance staff. This could mean a shift in the emphasis in training programmes and could also result in new training needs for the consumer who makes use of the new equipment and technologies.

7.2.8 Consumer habits

The consumer stands at the end of the production line and he determines whether a product sells well or not. This implies that in launching a new product there are various points at which training has to change in order to accommodate the new product. These influences for training change can work their way through the whole system to include even the maintenance staff involved in after sales care of the product. One can think here, for example, of the effects of on-board computers built into the modern motor vehicle.

7.2.9 Cultural differences

Reference is often made to the fact that there is a First and Third World culture in the RSA. This has in its roots the existence of a traditional culture for many of the rural black people, side by side with a modern industrialised culture for other sectors of the community.

People moving from the traditional culture to seek work have to make a cultural transition which, among other things, requires them to be familiar with the artefacts of the modern culture and adapt to its work ethic. This transition has serious implications for the training situation.

The multiplicity of languages spoken by the different population groups and the consequent communication problems also have serious implications for training. These various home languages coupled with inadequacies in the education system give rise to a lack of literacy in one of the two commercial languages of the RSA which also impinges on the training system.

7.2.10 The state

The state also has an important influence on training in the RSA as not only does it affect training by means of legislation but it also supports it by the provision of funds for training. It has often been stated that training is the responsibility of the employers and that financial assistance by the state should only be seen as a temporary measure. This view cannot, however, be supported as the state cannot divest itself of a responsibility to sponsor training in order to achieve national goals such as higher productivity, universal literacy and full employment. It also cannot distance itself from the problems arising in the work situation owing to inadequacies and inequalities in the educational system. It appears that the state accepts its responsibility regarding training as it has stated that its policy is to encourage employers to set high training standards and enhance the skills level of their employees. It does this by giving advice on training matters and by providing tax concessions and cash grants for training. It is clear, however, that the state should not have to give financial support to individual employers for specific training of their own employees.

The Manpower Training Draft Amendment Bill should be passed by parliament during 1989 and will undoubtedly give further impetus to training. Its provisions for accreditation of industry training boards (ITB), particularly when coupled with a system of cash grants replacing the present tax concession system, could give training in the RSA the same boost as the Industrial Training Act did for England in 1964. Once the new ITBs have been accredited by the Department of Manpower, they will be able to accredit training for their own industry. This process should ensure better training standards within the industry and eliminate much of the present exploitation resulting from the charging of excessive course fees and offering inferior course content. The withdrawal of the present tax concession system and its replacement by a cash grant scheme paid to accredited ITBs also will assist in eliminating the present exploitation of the system by individual companies.

It is quite clear that the tax concessions are uncontrollable and subject to exploitation by unscrupulous employers. Under the present scheme the Department of Manpower registers the training scheme or training course but it cannot control claims as these form part of the employer's tax return and are submitted direct to the Receiver of Revenue.

A clear statement should be made by the state on the phasing out of tax concessions by a specific date. The tax concessions have played an important role in initiating industrial training but it is time that the focus in training shifted from the employer to the industry. For this reason there should be clear statements on the introduction of cash grants to accredited ITBs concurrent with the phasing out of tax concessions. As the state does not have a responsibility to contribute towards an employer's training of his own staff for his own purposes, there should be no possibility of cash grants, from the state, for training being paid to the individual employer and consequently the accreditation of a single employer's training board should be done by an accredited ITB and not by the Department of Manpower. The only exceptions to this being where the industry consists basically of one employer as is the case of Eskom.

Each industry will need to decide for itself how training in that particular industry should be organised. Some industries, such as the building industry, are relatively homogeneous and training structures are more simplified, while other industries such as the metal and engineering industry are very diversified, thus making training systems more involved. In other industries, such as financial institutions a great number of training programmes are of a confidential nature and cannot be revealed to competitors. All these factors need to be taken into account in structuring the ITB for each individual industry. As ITBs have a

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course accreditation function it seems advisable that they divorce themselves from the actual training role as it could lead to difficulties where they are running their own courses and then passing judgement by means of accreditation on the courses of others.

The state also has a responsibility towards the training of workseekers and the unemployed. These systems have been described in Chapter 5 and are generally aimed at preparing the school leaver for the world of work by means of a period of general training, especially in the non-artisan occupations. This problem has also been considered by governments in various other countries. England runs the Youth Opportunity Programme for school leavers up to the age of 18 years. More than half a million youths passed through this training in 1981 and well over 60 % of them were able to obtain work on completion of the programme. In Australia there is a system of combining work experience with courses at technical and further education colleges (TAFE Colleges). Costs of the courses are borne by the state and the certificates issued under the Australian Traineeship System are widely recognised by employers and education authorities. There are systems addressing similar problems in Germany, Austria and Switzerland. It is clear that the systems of training of workseekers and the unemployed in the RSA will need to be maintained and developed in the light of experience gained over a period of time.

7.3 INTERNAL FACTORS

Internal factors are all those over which the organisation itself has control and it can change in order to make training more effective. Whether an organisation in fact makes such changes is also influenced by non-training considerations such as profitability, or the attitude of management towards training.

7.3.1 Physical environment

It has been shown by various researchers that the physical environment plays an important role in the achievement of learners and that when they are physically uncomfortable their achievement levels drop. Ventilation, light, sufficient space and safety in the case of training machinery can all influence the effectiveness of training. Skills training does not only take place in the classroom and as far as possible the working conditions should be reflected in the training situation. For example, tractor drivers need to become used to the normal dusty conditions under which they will work or welders should be trained in overhead welding and not only weld on a convenient flat table. If the training conditions are very different to working conditions persons could seek refuge in the unreality of training rather than return to the discomfort of the work situation.

7.3.2 Policy of the organisation

Management determines the policy of the organisation with regard to the management style, structure, conduct of employees, production, marketing and training. This organisational philosophy is of vital importance to training and obviously where top management is dedicated to training and shows an interest in it, it can be anticipated that training will be pursued with enthusiasm. The reverse is also true as in a climate where management shows little or no interest in training, it can be expected to be neglected.

7.3.3 A single or multiplicity of skills

It is obvious that in complicated production processes involving a wide range of different skills one can expect to see this range reflected in the diversity of skills training courses being offered. One would consequently expect to find a large and possibly costly training establishment. Where production processes are simple and fewer skills are required, one could expect to find a smaller and much cheaper training organisation.

7.3.4 Outdated skills

Changing technology and production processes may change the skills involved in production. Unless training programmes keep pace with such changes they could end up by training for skills which are no longer necessary. There is a danger of this occurring when use is made of training by external organisations. Technological change may also mean that retraining of employees becomes necessary as their old skills become redundant. This can even mean that occupations which were considered as skilled trades may be downgraded to much lower levels. Changes in processes, materials and technology demand a continual reassessment of training needs and updating of courses and all indications are that such change will take place even more rapidly in future. The influence of the computer on the banking industry is typical of the effects of a new technology which has a dramatic influence on the nature of specific jobs.

7.3.5 Duplication of training

There is no doubt that unnecessary duplication of effort takes place in the whole process of analysis, design and production of courses. It can be seen happening at the present time when a great deal of attention is being given to the modularisation of apprenticeship training. A number of major industries are researching the training of apprentices in similar trades in isolation of one another when they could be co-operating and bringing about a spectacular reduction of man-days in this planning process. The same danger of duplication of effort is just as prevalent in non-artisan training. Training facilities are duplicated at great cost where there could be a sharing of facilities and a better usage of scarce skilled training manpower.

7.3.6 Selection and placement

There is no doubt that effective selection of personnel for training has an effect on the training process. Such selection, includingthe use of trainability testing, can be done on a scientific basis by specialists in this field and can prevent a great deal of frustration for both the trainers and trainees. With effective selection procedures it becomes possible to adjust training programmes to suit the experience and abilities of persons selected for training.

7.3.7 Feedback from the work station

It is essential that the training centre obtains regular feedback on trainees from the work place after completion of training. Training cannot be considered as effective unless it has modified the behaviour of the trainees in the work situation. A test taken in the training centre is no guarantee that the trainee's performance will be improved. Evaluation of training done only at the end of a training session could mean that courses remain unchanged for long periods of time in spite of the fact that trainees' performances have not improved.

7.3.8 Staff piracy

There are still companies which do not conduct their own training and obtain trained staff by offering higher salaries. This reduces the total number of persons being trained and in the longer term leads to shortages of trained manpower. A continual labour turnover, owing to piracy, leads to lower productivity and the offering of higher salaries in order to buy trained staff is highly inflationary. The ITB levy/grant system has been introduced in some industries in order to spread the costs of training across the whole industry and give financial assistance to those organisations which are involved in training.

7.3.9 In-house training or the use of training consultants

Training may be conducted by the employer for his own staff, consultants may be brought in to the firm or trainees may be sent out to external training facilities. No clear-cut statement is possible as to which of these is the most advantageous. A large number of factors, such as the size of the firm, the ability of its own trainers, the training facilities and the firm's training policy, need to be considered. In-house training has the advantage that immediate feed-back to trainers on the effects of training is possible. On the other hand in-house training could become expensive when there are a large number of skills involved and possibly small numbers to be trained. The firm itself needs to decide on how it will handle its training and one of the deciding factors should be the cost-effectiveness of whatever training system is decided on.

7.3.10 Fragmentation of jobs

Fragmentation consists of breaking a job down into its component skills and then training persons only in a limited number of skills and not in the full range. It is claimed that a larger number of persons may be employed and may be trained more quickly in this manner. On the other hand some trade unions consider this to be a device for obtaining cheap labour. This can also mean that fewer skilled artisans are required while people may be trained more quickly and effectively in a more limited skill area. There are numerous examples of this having taken place in industry in the RSA and the system seems to be effective providing there is adequate supervision by fully skilled people and all parties concerned agree to the system.

7.3.11 Modular training

Competency-based modular training has already been accepted as the future basis of artisan training and is also being introduced in many non-artisan occupations. It consists of a detailed analysis of the occupation into its basic competencies or skills, each of which then forms a module in the training programme. Modules are arranged in a logical training sequence and performance standards are set for each module. The competence of each trainee is tested at the end of each module and he is only able to proceed to the next module when he has reached measurable competence in all subordinate modules. It is possible by means of modular training course maps to arrange training so that all modules lead from the unskilled worker, through jobs requiring limited skills, to the more highly skilled occupations. The employee can see a clear career path within the industry and advance by means of modular training to levels compatible with his aptitudes and abilities.

7.3.12 Deregulation

The elimination of restrictive legislation in order to encourage the small entrepreneur has been dealt with in Chapter 6. It has been seen that a large growth in formal and informal small businesses is desirable and that they in turn can generate employment opportunities. It has also been seen that such new entrepreneurs require further skills training as well as materials, financial and man-management training.

7.3.13 Availability of manpower

The manpower problems of the RSA are not due to a shortage of manpower, but rather to a shortage of trained manpower. As the problem centres largely on the low productivity of poorly trained and illiterate persons, it is quite clear that a massive investment in training and education is called for.

In 1904 the population of the RSA was 5 million, by 1970 this had grown to 22 million and it has been projected to 74 million by the year 2000. At present the white population is less than 17 % of the total and will drop to less than 14 % in the year 2000 when the black population will represent 73 % of the total. At that stage the annual population growth will be 430 000 persons of whom 4,4 % will be white and 83,7 % black. It is quite clear from these statistics that there are enormous challenges to be met by training during the next twelve years.

7.3.14 Mechanisation

The question of greater mechanisation or greater labour-intensive development has been debated over a long period of time. Capital-intensive industries tend towards greater mechanisation with a reduction in the work force. This is seen as the answer to greater output and labour productivity, but does not always lead to higher capital productivity. An analysis of the first and second logic economies shows that the first logic industries entering the international markets will have to be "high-tech" and capital intensive. In order to offset this the second logic formal and informal industries will have to remain labour-intensive and create the employment opportunities. The effect of mechanisation will be a shift in emphasis from manipulative to intellectual skills at a higher level and this will make more and different demands on training.

7.4 FACTORS WITHIN THE TRAINING PROCESS

The factors within training which can influence the process are the trainer, the training programme and the trainee. It is quite clear that these three factors, while each is a variable in its own right, interact on each other and influence the training process.

7.4.1 The training programme

The training programme includes determining the training need, analysis and design of the training, training method, syllabus and evaluation.

7.4.1.1 The training need

Determining the training need is the first step in designing a training programme. There should, in fact, be a real need which can be met by means of training while at the same time it should be accepted that training is not the solution to every problem present within an industry. An analysis of the training need will determine if training is what is required, what the training is that is required and who should undergo the training. This analysis eliminates the possibility of the wrong training being given, the wrong persons being trained or training being given for the wrong reasons.

7.4.1.2 Job analysis and goal setting

Before designing a training programme it is necessary to conduct a careful job analysis of the occupation concerned. Management should be asked to accept or modify the analysis and then no misunderstanding can arise about the purpose of the training programme. This enables the competencies of the job to be determined and the criteria to be prescribed. The trainee and management then know what can be expected of the trainee after completing the training programme. As the competencies and criteria are measurable and job related it is possible to gauge the trainee's performance after training.

7.4.1.3 Structured training content

It is important to analyse the elements of the training programme and place them in a logical sequence as this expedites the training process. Account must also be taken of the trainees who learn in a holistic way as well as those who learn sequentially.

7.4.1.4 Degree of complexity

Trainees experience difficulty when the training programme is too complex for their level of understanding and become bored if it is pitched at too low a level. For this reason the target population for training must be carefully defined and the training time needs to match the rate of learning. An attempt must be made to achieve an economic balance between the time spent on the course and the benefit accruing from the training.

7.4.1.5 Evaluation

It is essential that an accurate evaluation be made at the end of a course and a part of the difficulty involved in such evaluation lies in the fact that it can take place on the course as well as on the job. It is valuable if both forms of evaluation are done. The one relates to the success of the individual on the course and the success of the training process while evaluation in the work place can be used as feedback on whether the course actually teaches what is required on the job. Evaluation can also take place continually during the training programme and this is useful in checking the trainee selection as well as the functioning of the training programme. The foregoing underlines the fact that the training environment must match the work environment as closely as possible.

7.4.1.6 Certification

The receipt of a certificate at the end of a training programme can be important to the individual and act as a powerful motivation to him to succeed in the course. Employers are not as concerned about persons receiving certificates as they are about the individual being able to perform the newly acquired skills to the standard required. Where courses have been registered with the Department of Manpower, certificates are required to be issued and at some stage the accreditation of such certificates by ITBs will become important and their recognition by education departments and the SA Certification Council will have to be considered.

7.4.2 The trainer

The trainer is without doubt the most important single factor capable of facilitating or inhibiting training and consequently certain minimum requirements should be met by him. As the trainer is central to the whole training process his selection, training, integrity and professionalism are absolutely vital. All too often this is not realised and persons are appointed as trainers for reasons other than their training ability. It is essential that far more attention be paid to training, career paths and status of training personnel. Persons should be selected because of their training ability if the required professionalism is to be built up. Studies concerning trainers in the RSA indicate that insufficient attention is being paid to their education as trainers and there is a need for concerted action to be taken in this regard by professional bodies, universities, technikons and technical colleges. Language and communicating ability, knowledge of the learning process, the understanding of people and psychology, instruction techniques and personal empathy among other characteristics are all necessary if the training department, training process and courses are to be effective.

7.4.3 The trainee

The other principal actor in the training process is the trainee with all of his aspirations, problems and innate ability. There is no doubt that domestic environment has a marked influence on any worker. As a very large section of the work force is black it is necessary to bear in mind the multiplicity of difficulties experienced by black people in their daily lives and take these into account in the training process. The absence of parental control during their childhood, bad schooling, poverty, poor housing, deprivation, hunger and many other difficulties coupled with cultural transition make life for the black employee particularly difficult and have an influence on his learning ability. Literacy is also a factor vital in the training process. The 1985 statistics show that more than five and a half million black persons have received no education, 28 % have not progressed beyond Standard Three and only 2 % have passed Standard Ten. This means that a very high percentage of black employees are illiterate in their home language while they work in an environment requiring a knowledge of English or Afrikaans. A further problem with the education system is its strong academic bias which does little to actually prepare the child for the world of work. Regrettably this aspect is seen at its worst within the black education system owing to the shortage of facilities and well educated teachers. It is very pleasing to see that the Department of Education and Training is introducing a new career education approach in their schools and they should be encouraged and supported in this. Training needs to take all of these factors into account in designing and presenting skills training programmes.

7.5 THE ORIGINAL QUESTIONNAIRE SENT OUT TO INDUSTRY

The first part of this chapter is a result of a theoretical study of available literature. The questionnaire was sent out to 4 500 organisations and 659 responses (14,7 %) which could be processed and used for analysis purposes were received. In fact owing to the selection of the original sample the responses can be considered as a representative reply. Responses came from firms employing from two to 20 000 employees. Responses to relevant questions are dealt with below.

7.5.1 Registration with the Department of Manpower

Of the respondents 62 % were not registered with the Department of Manpower and no doubt the ceiling of a salary of R15 000 p.a. for tax concession purposes played a role here. Seventy-four per cent did not register courses either for this reason or because there was too much red tape involved and only 4 % made use of group training centres. This low figure for registration of courses indicates how difficult it is to estimate the volume of training in the RSA by making use of statistics on numbers being trained in registered courses.

7.5.2 Foreign influence in training

The number of responses on whether foreign influences impinged on training was low (71 answers) which in itself seems to indicate that foreign influence is minimal. Areas in which influence was noted were course content, budgets, need for greater productivity and social upliftment.

7.5.3 The Influence of trade unions on training

As the response to the question as to whether the unions had an influence on training was only 4 %, it can be assumed that their impact on training is minimal. Areas such as the number of people attending, course content, social upliftment and higher productivity were the main issues to be mentioned. Only 11 % of the respondents stated that their organisation had an agreement with unions relative to training while 358 indicated that they had no such agreement. It can safely be assumed that the unions have little influence on training courses.

7.5.4 The influence of industrial councils on training

Of the 269 respondents, 61 % indicated that their industry did not operate under an industrial council agreement. This bears out details given on industrial councils in the various economic sectors as set out in Chapter 4. It is clear that the influence of an industrial council varies between industries and is at its highest where training schemes operate under Section 48 of the Labour Relations Act, 1956.

7.5.5 Training boards and training funds

Of 430 responses received 78 % indicated that their industry did not have a training board or training council while 90 % of the 333 respondents indicated that in their industry a training board or council was not being contemplated. The responses on the existence of a training fund indicated that 21 % did have such a fund while 96 % of those without a training fund indicated that one was not contemplated. There was, however, a positive reaction to training funds in that 90 % indicated that they had no objection to the establishment of such a fund.

7.5.6 Grants to employers for training

Of 411 respondents 24 % indicated that their industry had a system of grants to employers for persons attending training while 22 % indicated that grants were paid for trainees completing their courses. These systems are already fairly common in artisan training.

7.5.7 Training staff

Thirty-one per cent of the respondents indicated that they employed one or more training managers while the organisation with the largest number of instructors and the one with the largest number of training managers have a ratio of one manager to four instructors. Taking the total responses on the other hand gives a ratio of 1:2. It seems as if the problem of interpretation of these results centres on the designation used by an employer for different training occupations.

In looking at the qualifications of all training staff (1941) listed in the responses it is found that 23 % have degrees, 18 % have diplomas, 1 % have qualifications lower than standard seven certificate and 10 % are artisans. Only 19 % had completed a training officers' course but 30 % had completed a "Train the Trainer" course while a further 6 %

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had a teacher's qualification and 21 % had no training qualifications at all.

7.5.8 Policy, training method and course development

The majority of respondents indicated that their organisation had no written training policy while 66 % indicated that they did not have a career path plan for employees to illustrate how they could progress within the organisation. A surprisingly high number of respondents (238) indicated that training was conducted by lecturing while 32 % still used the "Sit-by-Nellie" style. Course development was done to meet their own needs in 69 % of the cases, using full-time training personnel. In 138 cases personnel other than full-time trainers were used in course development and in 114 cases consultants were used. In about an equal number of responses, line management (225) and training management (201) took final decisions on course content. In about 43 % of the responses an indication was given that the organisation had an ongoing training needs analysis system.

7.5.9 Evaluation of training

Responses to questions asked on testing of trainees indicated that the most common form of evaluation was practical testing during a course and little testing was done after training in the work situation. It was surprising that the least use was made of precourse performance tests when one considers that these are used to determine the attitude and aptitude needed for training an individual as well as to establish mental set which assists in the training process. Fifty-four per cent of the organisations issue a certificate on successful completion of the course and only 31 % of these felt that the certificate should only be issued after the person had been tested once he was back in the work situation.

7.5.10 Factors inhibiting training

The final instruction was: "In order of importance please indicate three areas that you consider inhibit Skills Training". A large number of responses were received to this question and most of them referred to the trainees. Low educational standards, illiteracy, poor ability, little interest, antisocial conduct, etc. particularly of black trainees were referred to. Thirty-six per cent of the responses indicated that problems lay largely with trainees and most referred to literacy and educational problems. A surprisingly high number referred to lack of interest and resistance to change which seem to be motivational problems. The second highest number of responses indicated that problems inhibiting training centred on the management of the organisation. Management's lack of interest in training and shortage of training personnel, were the main other factors. Complaints were that management does not motivate its staff positively towards training, it does not understand training, is more interested in production than training, has the wrong attitudes to new knowledge, and does not appreciate the value of training, etc. Some of the other factors mentioned were problems of shiftwork, costs of training, lack of training facilities and staff, no reinforcement of training taking place on the job, lack of follow-up in evaluation or further training, criticism of training courses by line personnel, lack of a training policy, trainers not well qualified or motivated, lack of suitable courses, etc. Some of the external factors mentioned were the problems caused by changing technology, geographical situation of the factory, red tape from the Department of Manpower, reduction of tax concessions by the R15 000 p.a. salary ceiling, lack of investment in training, etc., but these responses came from a small percentage of respondents only.

7.6 FINDINGS

As this chapter deals with factors influencing training, it could be expected that there will be a large number of findings which to some extent summarise the chapter.

F7.1 THE RESPONSIBILITY FOR SKILLS TRAINING LIES WITH THE STATE, THE EMPLOYER AND THE TRAINEE AND THE EMPLOYER SHOULD SEE TRAINING AS AN INVESTMENT IN HUMAN CAPITAL.

F7.2 INTERNATIONAL POLITICS CAN REDUCE FUNDS AVAILABLE FOR TRAINING AND WITHHOLD KNOWLEDGE, SKILLS AND TECHNOLOGICAL DEVELOPMENT.

F7.3 THE EVOLUTION OF THE BLACK COMMUNITY RESULTS IN MORE DEMANDS BEING MADE ON SKILLS TRAINING.

F7.4 TECHNOLOGICAL ADVANCEMENT RESULTS IN A SHIFT IN EMPHASIS FROM MANIPULATIVE TO COGNITIVE SKILLS.

F7.5 CULTURAL DIFFERENCES HAVE A DIRECT INFLUENCE ON TRAINING.

F7.6 THERE IS A STRONG TENDENCY IN THE COMMUNITY, AND PARTICULARLY AMONG BLACK PERSONS, TO CHOOSE ACADEMIC COURSES IN PREFERENCE TO CAREER SKILLS. COMPLAINTS ABOUT BLUE-COLLAR WORKERS BEING

FUNCTIONALLY ILLITERATE AND ABOUT THE LACK OF A COMMAND OF LANGUAGE AMONG CLERICAL WORKERS ARE COMMONPLACE.

F7.7 TAX CONCESSIONS FOR TRAINING HAVE LED TO ABUSE WHICH HAS NOT BEEN IN THE INTEREST OF TRAINING.

F7.8 THERE IS A DANGER THAT THE ACCREDITATION OF THE TRAINING BOARDS OF LARGE NATIONAL FIRMS WOULD MAKE IT IMPOSSIBLE FOR SMALLER FIRMS IN THE SAME ECONOMIC SECTOR, TO FORM OR BELONG TO AN INDUSTRY TRAINING BOARD AND ENJOY ITS BENEFITS.

F7.9 PIRACY OF STAFF BY NON-TRAINING FIRMS DOES NOT ADVANCE THE TRAINING CAUSE AND IS INFLATIONARY.

F7.10 IT CAN LEAD TO AN ATMOSPHERE OF SUSPICION IF AN ACCREDITED TRAINING BOARD CONDUCTS ITS OWN TRAINING COURSES IN ADDITION TO HAVING THE POWER TO ACCREDIT TRAINING COURSES OF TRAINING INSTITUTIONS WITH WHICH IT IS IN COMPETITION.

F7.11 YOUTH TRAINING PROGRAMMES IN COUNTRIES SUCH AS ENGLAND, AUSTRALIA AND GERMANY WHICH EQUIP THE SCHOOL LEAVER WITH JOB-RELATED SKILLS HAVE BEEN SUCCESSFUL IN PREPARING THE YOUTH AND PLACING THEM IN COMMERCE AND INDUSTRY.

F7.12 THE ATTITUDE OF MANAGEMENT TO TRAINING CAN DEVELOP A TRAINING CULTURE WITHIN AN INDUSTRY WHICH HELPS TO MAKE TRAINING MORE SUCCESSFUL. TRAINERS CAN HELP IN THIS PROCESS BY MEASURING THE COST-EFFECTIVENESS OF TRAINING IN ORDER TO CONVINCE MANAGEMENT OF ITS VALUE.

F7.13 WHERE STAFF HAVE DATED SKILLS THE IMPORTANCE AND VALUE OF RETRAINING BECOMES MORE IMPORTANT.

F7.14 RATIONALISATION OF TRAINING COURSES AND TRAINING FACILITIES COULD RESULT IN CONSIDERABLE FINANCIAL SAVINGS.

F7.15 GREATER SELECTION TESTING INCLUDING TRAINABILITY TESTS COULD

DO A GREAT DEAL TO ENHANCE THE EFFECTIVENESS OF TRAINING.

F7.16 TOO LITTLE ATTENTION IS GIVEN TO EVALUATION OF TRAINING IN TERMS OF BETTER WORK PERFORMANCE AFTER TRAINING. TRAINING SHOULD SET CLEAR GOALS SUCH AS HIGHER PRODUCTIVITY AND INCREASED PROFITABILITY.

F7.17 THERE IS A NEED TO PROVIDE SKILLS TRAINING IN RURAL AREAS AND GOOD USE IS BEING MADE OF MOBILE TRAINING FACILITIES PARTICULARLY IN THE CASE OF THE TRAINING OF THE UNEMPLOYED.

F7.18 THERE ARE GREAT ADVANTAGES IN TRAINING BEING CONDUCTED ON A MODULAR COMPETENCY BASED SYSTEM. AMONG OTHER ADVANTAGES IT ENSURES THAT TRAINING IS OFFERED IN A WELL STRUCTURED WAY.

F7.19 THE ELIMINATION OF RESTRICTIVE REGULATIONS IN ORDER TO ENABLE SMALL BUSINESS TO DEVELOP ALSO GENERATES A NEED FOR MORE TRAINING.

F7.20 GREATER DEMANDS WILL MADE ON EMPLOYMENT AND SKILLS TRAINING AS THE SUPPLY OF LABOUR WILL BE INCREASING BY 430 000 PERSONS P.A.. 87,7 % OF THESE PERSONS WILL BE BLACK ENTRANTS.

F7.21 CERTIFICATION AFTER SUCCESSFUL COMPLETION OF A COURSE IS A POWERFUL MOTIVATION TO LEARN, PARTICULARLY WHERE THE CERTIFICATE IS A GUARANTEE OF QUALITY OF TRAINING AND IS RECOGNISED AS SUCH BY EMPLOYERS.

F7.22 THE TRAINING PROFESSION DOES NOT ENJOY A HIGH STATUS AND NEEDS TO DEVELOP A MORE PROFESSIONAL APPROACH AND ATTITUDE TOWARDS TRAINING.

7.7 PROPOSALS

P7.1 TAX CONCESSIONS FOR TRAINING MUST BE PHASED OUT AND REPLACED WITH A SYSTEM OF CASH GRANTS FOR TRAINING. SUCH CASH GRANTS MAY HAVE VARIOUS COMPONENTS TO ASSIST IN THE ES-

TABLISHMENT OF INFRASTRUCTURES OF INDUSTRY TRAINING BOARDS, PROVIDE TRAINING FOR NATIONAL PRIORITIES AND ASSIST IN THE ACQUISITION OF EXPENSIVE TRAINING EQUIPMENT/FACILITIES.

P7.2 CASH GRANTS SHOULD ONLY BE PAID TO ACCREDITED INDUSTRY TRAINING BOARDS.

P7.3 TRAINING BOARDS OF INDIVIDUAL COMPANIES SHOULD BE ACCREDITED BY AN ACCREDITED INDUSTRY TRAINING BOARD AND NOT BY THE DEPARTMENT OF MANPOWER.

P7.4 ACCREDITED INDUSTRY TRAINING BOARDS SHOULD BE ABLE TO PLAN MANPOWER TRAINING FOR THE INDUSTRY AS A WHOLE AND ENCOURAGE, ADVISE, EVALUATE AND ACCREDIT TRAINING RATHER THAN THEMSELVES BECOME DIRECTLY INVOLVED IN THE ACTUAL TRAINING.

P7.5 THE STATE SHOULD INVESTIGATE THE POSSIBILITY OF EXTENDING ITS TRAINING OF THE UNEMPLOYED TO A LARGER YOUTH TRAINING PROGRAMME AS HAS SUCCESSFULLY BEEN INTRODUCED IN OTHER COUNTRIES.

P7.6 ACCREDITED TRAINING SHOULD CONCENTRATE ON GREATER PRODUCTIVITY IN THE WORK PLACE AND PROPER COST-BENEFIT STUDIES IN ORDER TO CONVINCE MANAGEMENT OF THE ADVANTAGES OF TRAINING SO AS TO CREATE A MORE POSITIVE ORGANISATIONAL APPROACH TO TRAINING. ACCREDITED TRAINING BOARDS SHOULD BE ABLE TO TAKE A LEAD IN THIS APPROACH FOR THEIR INDUSTRY.

P7.7 MODULAR COMPETENCY-BASED TRAINING SHOULD BE USED IN SKILLS TRAINING.

P7.8 THERE SHOULD BE A LARGE SCALE OF DEVELOPMENT AND PRESENTATION OF MODULAR COURSES FOR SMALL BUSINESS DEVELOPMENT.

P7.9 CERTIFICATION SHOULD BE INTRODUCED FOR ALL SKILLS TRAINING AND SHOULD BE BASED ON THE ACTUAL MEASURED WORK PERFORMANCE IN AN ENVIRONMENT WHICH DUPLICATES AS CLOSELY AS

POSSIBLE, THE WORK ENVIRONMENT.

P7.10 NATIONALLY RECOGNISED QUALIFICATIONS BASED ON THE COMPLETION OF A SERIES OF ACCREDITED COURSES AND MODULES SHOULD BE DEVELOPED. SUCH QUALIFICATIONS SHOULD BE CONSIDERED BY THE FORMAL EDUCATION DEPARTMENTS FOR ACCREDITATION SO THAT HOLDERS OF SUCH QUALIFICATIONS CAN RE-ENTER THE FORMAL EDUCATION SYSTEM WITH CREDITS ACQUIRED IN THE NON-FORMAL SECTOR.

RESEARCH

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CHAPTER 8

THE COSTS, BENEFITS AND FINANCING OF SKILLS TRAINING

8.1 INTRODUCTION

Any study of skills training in the RSA would be incomplete without considering the economic aspects of training. In the present economic climate careful consideration must be given by the state, industry and employers to the economic considerations of allocating scarce resources to certain aspects of training. This chapter looks at training cost structure, the measurement and evaluation of the benefits of training and its financing. Use was made of literature on the topic and a series of interviews with training organisations in the private and public sectors. The results of the research should be seen as a macroview on training, looking specifically at low, medium and high level manpower. At each of these levels it was also necessary to concentrate on only the more characteristic training at that level. Trainers did not always understand the terminology used and their accounting system did not always provide the detailed information required for a cost analysis. The total expenditure by the state on training and particularly the financial implications of the tax concession system, are almost impossible to quantify.

8.2 COSTS OF SKILLS TRAINING

8.2.1 Introduction

The analysis of the costs of skills training has looked mainly at training off-the-job in the employers' own or external facilities such as universities, technikons and technical colleges. It was also necessary to look at the state and individual economic sectors as well as at levels of training such as high-level manpower, management, middle management, administrative and clerical staff and labourers.

The costs, benefits and financing of skills training were investigated on the basis of the interdependence of the labour market and the market for skills training opportunities. The distinction between these two markets and factors effecting the supply and demand in each is discussed later and illustrated for the training of artisans in Figure 8.1 but a similar structure applies to skills training generally. It should be realised that the costs and benefits of skills training are elements of the training opportunities market. The supply of training opportunities is determined by employers and the state on a basis of the costs and financing of training while the advantages of training are reflected in the demand for training coming from trainees. Costs play a determining role as employers consider the opportunity costs of various investment options, of which training is one, in making their decisions on the supply of training opportunities. On account of high costs, for example, an employer may decide to recruit staff in the local or overseas markets instead of providing his own training facilities. Factors influencing the opportunity costs of training are vast and while the influence of some of these factors are directly quantifiable, others have to be measured in an indirect way.

The concepts of gross and net costs also have important implications for policy formulation and decision making. From a national point of view the state, employers and employees bear the gross cost of training. These costs should be reduced to net costs by subtracting the value of contributions made by the trainee to the production of goods or services as well as to community development. The usual direct costs factors of salaries and wages of instructors and trainees, tools, clothing, fees, consumables, electricity, water, hire and depreciation are relevant.

Net costs are determined from the gross costs by allowing for the trainee's contribution to production, net recovery from training and development funds and financial support from the state such as tax concessions. The net cost of training is the figure used in decision making and is weighed up against the long term financial advantages of training. Net costs in this sense represent the short-term investment in human capital. The alternative to training costs is the cost of immigration or the cost of pirating trained workers. These decisions on opportunity costs are also influenced by conditions in other competing markets as well as structural and cyclical conditions of the economy.

The gross and net costs are also important to employers in decision making in training. Other factors could include training systems, training periods, legal factors, job and race composition, labour turnover rates and job selection.

8.2.2 Total cost of training

It seems that employers give a low priority to training and particularly skills training in their total budgets. In the RSA on average less than 2 % of expenditure is allocated to training, while the average allocation in other countries is 5 %. The level of expenditure on training is also largely influenced by the state of the economy and tends to vary considerably. Expenditure on training in the public sector and large private organisations is less variable than in the smaller undertaking. The latter also enjoy economies of scale because of high trainee volumes which tend to reduce their unit costs. Manpower planning and training are also elements of their manpower management strategy. There is also a tendency for more training to concentrate on the lower levels of manpower where costs of training are lower than for high level training. The unit cost figures available do not indicate a great deal of variation in costs between different industries or between the public and private sector for comparable levels of skills training.

The following trends are discernible from available cost figures.

1. Low level training costs were R250-R300 per trainee per training week while middle and high level skills training were appreciably higher depending on the nature and duration of the training.

2. Table 8.1 indicates the average cost per trainee per week at group training centres.

3. Distance learning offers a variety of theoretical skills training courses especially at middle and high manpower levels at reasonable costs.

4. Private training consultants concentrating largely on high level training charge fees from R500 to R1 000 per day.

Many trainers indicated that income tax concessions did not help them in skills training as the ceiling of a salary of R15 000 p.a. was too low for their industry. This means that the tax concessions apply mainly to the lower levels of training. These concessions reduce the total training costs and can bring about a considerable saving in costs depending on the tax position of the organisation concerned. Large undertakings having registered as private training centres offering registered courses are sensitive to such concessions. Generally the trainers were in favour of a change from tax concessions to a system of cash grants for training. The productive contribution of trainees during training and grants from training and development funds do not appear to exert much influence on costs of off-the-job training. The value of the production contribution in the case of on-the-job training can make a substantial contribution to cost reduction.

8.2.3 Composition of total costs

The profile of training costs of on-the-job and off-the-job training, when compared, are

Table 8.1 Average total expenditure per trainee per week - Group training centres - 1982 to 1986

Year	R
1982	140,73
1983	152,10
1984	144,24
1985	103,52
1986	87,83

(Source : NTB internal reports.)

NB. These figures do not include the remuneration of trainees during their training period.

seen to differ. The largest cost factors in on-the-job training are remuneration of the trainer/foreman/supervisor during periods when they are engaged in training and the running costs of production equipment while the wage of the trainee is offset by the value of his production. The on-the-job training method at low level skills training is relatively cheaper for most small undertakings in view of the non-availability of training facilities and lack of financial sources.

The cost profile for off-the-job training is determined by the remuneration of the trainee and trainers and service personnel and the cost of training materials. These three items make up more than 70 % of the cost of training. High capital costs are involved in setting up and equipping training centres, as well as the cost of maintaining such centres. Table 8.2 gives the cost profile of group training centres and the cost structures of private training centres are much the same as these.

Generally the composition of training costs from the employer's point of view is influenced by the costs of loss of production and/or time devoted to training. Little cost variation was found between industries or the public and private sectors. Costs are relatively high in the

Table 8.2 Average cost structures of group training centres - 1985 and 1986

Cost items	1985 %	1986 %
Salaries and wages - training personnel	54,9	49,7
Training costs (e.g. materials, etc.)	12,8	21,8
Depreciation	7,1	6,9
Accommodation and meals	6,1	4,6
Repairs, maintenance, cleaning	3,2	4,0
Advertising, printing, stationery	2,0	2,6
Travel and subsistence	2,8	2,6
Other	11,1	7,8
Total	100,0	100,0

(Source : NTB internal report.)

case of high level training where external facilities are used and the salaries of the participants in such programmes make up a significant portion of total costs.

8.2.4 Factors influencing the cost of skills training

8.2.4.1 Inflation

Inflation and increasing prices of commodities, salary increases of trainees, instructors and other training personnel and low levels of productivity in the economy have combined to make training an expensive process. Other training costs, also subject to high inflation, include the cost of consumable materials for training, printing and stationery, water and electricity and transport charges. Some trainers have stated that indirect taxation on training materials and equipment contributes significantly to training costs and suggest that it be reduced or eliminated for training purposes.

Costly imported items such as simulators, computers and engines are necessary at some levels of training and the weakening of the rand exchange rate has increased the cost of such items while the 60 % surcharge applied to such items has further increased the costs.

8.2.4.2 Training structure

The internal training structure in a company depends largely on the attitude of top management to training and it is interesting to note the number of respondents to the original questionnaire who saw this as an inhibiting factor. Reasons for this include a lack of training know-how, shortage of funds and a lack of realisation of the value of investing in human capital. Large organisations generally have a training department and/or training centre which may indicate that these facilities are costly. These structures usually entail a relatively high level of fixed costs and large organisations usually benefit because of the scale of their training. Generally such training departments handle their own budgets. Smaller undertakings tend to see training as a function of their personnel departments and so a combined personnel/training budget is worked on or else such organisations make use of external training facilities or on-the-job training. In some industries such as the mines they tend towards decentralised training activities as these can concentrate on specific manpower needs and obtain better training facility usage.

The creation of separate training facilities by an organisation requires management to base its decisions on a careful cost/benefit analysis which considers all training alternatives. From an industry and national point of view it is necessary to realise that organisations which do not participate in training tend to increase training costs. Often these organisations are guilty of staff piracy or look to immigration for training solutions. Many trainers believe that contributions by all employers to industry training funds will discourage these practices. It is also possible that the state could make provision in its manpower and immigration policies for employers to provide training before immigration is resorted to.

8.2.4.3 Training methods

Organisations commonly use on-the-job skills training methods on a wide scale and in such cases it is difficult to obtain accurate figures of training costs. Detailed time studies of activities of trainees and instructors/foremen/supervisors would have to be made before reliable allocation of costs between production and training are obtainable. Measuring the benefits of such training methods also becomes problematic as it is difficult to separate

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advantages as a result of training and advantages resulting from the trainee's inherent ability. From the point of view of the small undertaking such methods of training for low level skills are probably the cheapest.

Off-the-job training methods are generally used by larger organisations with the result that training costs become easier to determine. It should be remembered that the utilisation rate of off-the-job training facilities has an important bearing on the reduction of unit costs and trainers have indicated that a 70 % utilisation rate which makes training cost-effective, represents a reasonable figure to be aimed at.

Trainers, particularly in smaller organisations, have suggested that training may become irrelevant when consideration is given to the level of economic activities and production volumes. Employers cannot afford to withdraw staff from production lines during economic upturns and during the downturn, funds for training are cut back. It can be argued that during the economic downturn the opportunity cost of training is reduced and consequently the volume of training should be increased but during this phase employers are confronted with decreasing and low levels of production.

8.2.4.4 Composition by occupation and population group

Training at lower skill levels is cheaper than for high level occupations as the technical skills at the higher levels are much more complicated. The unit costs of low level new entrants is considerably lower than those of technicians, foremen, middle management or computer staff.

The responses to the orginal questionnaire indicated that much of the skills training effort was directed at literacy training of black workers. In this respect the black worker, who forms a large portion of the work force, has shortcomings and disadvantages owing to problems at school. This often means that training programmes have to concentrate on some degree of literacy training in addition to skills training.

8.2.4.5 Extent of training

Unit costs of training are closely related to the extent of skills training, training capacity and utilisation rate of facilities. It was noticeable that the slowing down in economic activity has resulted in surplus training capacity in private and group training facilities and a consequent increase in unit costs.

The cost structure of group training centres is very sensitive to changes in utilisation rate and in order to obtain better utilisation of facilities, the rebate system was introduced, which should make them more attractive to smaller employers. During the past three years the utilisation of the group training centres was particularly high owing to their training of workseekers and the unemployed. This is illustrated in Table 8.1.

Other factors influencing the extent and therefore the costs which were identified were:

1. The state of the business cycle;
2. the size of the undertaking and its training needs;
3. the attitude of top management to training;
4. when training takes place, that is new entrants receive more training in their first year of service and possibly sporadic training thereafter.

The trainers in large companies indicated that the extent of their skills training did not only depend on their own needs. Training increases the mobility of labour and their trainees tend to move to other employers.

Over the last few years the extent of distance learning, particularly in commerce, management, marketing, and similar skills has expanded rapidly resulting in it now playing an important role. In 1984 some 130 600 students were registered at correspondence colleges of whom 55 000 were white, 59 100 coloured, 4 700 Asians and 11 800 were black.

8.2.4.6 Duration of training

Low levels of training tend to be of short duration (average of 1 to 5 days) while middle and higher levels take considerably longer with consequent cost implications. Because of safety considerations the periods of some training are determined by law in certain industries such as the mines or explosive handling. On the other hand the duration of modular competency based training is determined by the ability of the trainee. By this method the trainee may master certain skills more quickly and become productive more quickly.

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8.2.4.7 Loss rate of trainees

A high labour turnover rate can also increase unit costs of training and takes place particularly at lower skill levels. During economic upturns this turnover rate may be as high as 20 % but is lower in industries where training tends to be specialised for that industry only. In high level occupations the turnover rate was lower, but in recent years much of this has been caused by emigration.

Poor evaluation and selection of trainees is another reason for high turnover rates. Piracy also plays a role in high turnover rates and leads to inequality in the training burden between employers. Other reasons given were:

1. Insufficient manpower available;
2. state of the business cycle;
3. differences in remuneration between industries and employers;
4. differences in training methods and facilities.

8.2.4.8 Availability and quality of trainers

It was clear during the investigation that there is a shortage of well-trained instructors particularly in view of the extent and growth of skills training in the RSA. Generally it was found that employers recruited their instructors from within their own staff and this is not always the most cost-effective selection method. Many of the instructors have extensive experience and some are highly qualified but this does not mean that they have the ability and qualities of good instructors or even that they are used in suitable training directions. Solutions to this problem are attempted, particularly by large undertakings, by running their own trainers' courses.

The demand for instructors is greater than the supply which has increased their mobility and there is piracy of good trainers as well as from the ranks of teachers. Another current phenomenon is that of trainers setting up as private consultants.

8.2.4.9 Other general factors

Other factors affecting training costs identified by trainers were:

1. Trade unions generally have a positive attitude towards training and their members

often become involved in it. However, their demands for higher wages over the years have indirectly increased training costs as the increase in wages has been higher than growth in productivity.

2. Employers have indicated that trainees are not always well disposed towards training nor do they realise its long term benefits and as a result they may resign before completing it.

3. Where training material and technology are imported the weakening of the rand has increased training costs.

4. Some employers indicated that state incentives for training are inadequate and involve too much red tape for them to run their training on a large scale and with continuity even though such incentives also reduce the cost of training.

5. The cost structure of training is also influenced by the nature of the production process. High technology production processes require a different training strategy than is the case in a service industry like retailing.

8.3 BENEFITS OF SKILLS TRAINING

Skills training has advantages for the trainee, employer and community and may also be split into private and social advantages. The private advantages to the trainee and private employer may not be all quantifiable but the social advantages are probably the most difficult to measure and evaluate, although they may be very important from the point of view of their financing by the state. It seems that the measurement and evaluation of the private advantages of training to trainees/employers could represent one of the biggest problem areas.

Advantages of training to the trainee lie mainly in higher remuneration or its possibility, as training supports future career advancement. Such advancement calls for specific training requirements over a period of time and applies to all levels of employment. Social advantages arise as skills training increases the quality of the person as a citizen and enables a greater contribution to be made to the community.

The employer can express the advantages of training in terms of the contribution it makes to greater profitability. Profits are, however, the results of all decisions made by management on the use of resources. Labour is one of the most important resources and

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training can improve the quality of labour and influence profits by increasing the labour productivity rates. This could be one of the most important measures used to evaluate training.

8.3.1 Forms of benefits

Employers in sectors where personal contact with the consumer is important realise that training is necessary so that their share of the market may be retained and/or extended. There is a growing realisation of the advantages of courses such as in customer relations.

A high premium is placed on the maintenance of healthy personnel relationships within the organisation and continual training of personnel contributes towards more effective production of goods and services. Healthy personnel relationships generate positive attitudes towards the primary goal of profitability and also more favourable attitudes between employer and employee.

It is critical in some industries that the production process should not be interrupted and consequently workers must be trained in order to keep such losses to a minimum. Expensive and highly technological equipment is used in some production processes and a considerable loss may occur as a result of damage caused by inadequate training. Other production processes are characterised by a high degree of danger and risk to the lives of employees and suitable safety training is of advantage to employers.

There can also be an advantage in training workers in terms of the quality of a product and some employers measure the advantages of training in terms of the reject rate of their product.

The loss of trained staff may be reduced where training is coupled to effective career development and the necessary financial incentives. It is also true that the rate of unemployment is relatively lower for trained than for untrained workers. The maintenance of the personnel structure may be ensured by training of employees so that they may be promoted to higher levels, thus ensuring continuity in management decisions.

The nature of the production process may be such that certain categories of labour are not available in the labour market or from overseas. These specific labour requirements demand that employers conduct their own training and such trainees, knowing the production structure of the undertaking, bring about a degree of permanency in the labour force. It may also mean that the absence of certain key personnel can be handled more easily.

Certain large undertakings, including multinational companies, undertake major training programmes, not only for the direct advantages, but also with the social responsibility of creating a more stable community and a more just distribution of resources within the community. In the long term this contributes to a stable and just climate within the community so that the employer can continue to conduct his economic activity. Training may also have material benefits in the form of the creation of additional job opportunities as is explained further in Paragraph 8.6.2.

8.3.2 Methods of measuring the benefits

Quantifying the benefits of training appear to be one of the greatest single problems confronting trainers and a great need exists for information or models on how this task can be carried out. Trainers indicated that economic conditions and internal efficiency criteria were compelling them to address this problem.

Where the production process is of a repetitive nature a rough measure of the effect of training is obtained by measuring output volumes before and after training. Although changes in production may be attributed to training, it must be realised that other factors may also make a contribution.

In some production processes it is possible to set standard goals on a scientific basis enabling the performance of the trainee to be measured progressively against these goals. A recent publication of the NTB indicates a method of measuring work performance by using a performance matrix. This consists of four components which are the following:

1. The identification of key performance criteria (KPCs).
2. Establishing performance levels for KPCs.
3. Determining the relative weight of each KPC.
4. Calculating the costs and benefits of training.

This system has great merit for cost benefit analysis, but it requires persons trained in the techniques involved and trainers will need expert assistance in order to exploit these techniques.

A rough indication of the benefits of training can also be obtained by considering the increase in remuneration of the trainee after training or the training input costs. If a trainee receives a wage increase after completing training then this may be considered as a measure of his increased productivity.

Training inputs can be seen as an addition to the stock of human capital and the additional return on this human capital may be expressed as a rate of return on investment.

It is clear that employers are dependent to some extent on subjective evaluation of the benefits of training irrespective of the method of measurement used. In summing up it may be said that no matter what methods of input and output measurement are used, the basis may be the individual or the firm. Individual output may be measured by piecework, performance rating, etc. Plant output measures include downtime, units of output, value of outputs and cost of inputs.

8.4 COST/BENEFIT RATIOS

Economic principles should indicate to employers/trainers that the optimum volume of training is provided when the marginal costs and benefits of training are equal. This would mean that in allocating resources employers would optimise their efforts when the last extra rand spent on training would equal the return that this produced. This optimum position may be determined by expressing the net costs and benefits as a cost/benefit ratio (C/B). This C/B ratio enables a comparison to be made between the benefit from the use of resources for training and other options. This is complicated, however, as the costs are of a short term and the benefits of a long-term nature.

Trainers indicated that their training was cost-effective although they could not quantify the costs or benefits and although they were using subjective evaluations. The researchers also came to the conclusion that generally training was cost-effective for the following reasons:

1. The high level of interest in training and in improving training methods.
2. The large scale of training activities.
3. The long-term growth in training activities.
4. Training of local manpower in place of immigration.
5. The scale of assistance given by the state for training.
6. The slow but positive growth of labour productivity in the RSA.
7. The wide range and variety of training facilities available.

8.5 COST-EFFECTIVITY OF TRAINING

There is confusion about the concepts of cost-effectivity (C/E) and cost-efficiency. The World Bank talks of internal and external efficiency where internal efficiency of an institution is a measure of its health in terms of internal operation and external efficiency is an evaluation of results. Cost-effectivity refers to the appropriation of resources per unit of output and enables a comparison of different possible appropriations to be made. In this way the C/E of investment in physical capital can be compared with the C/E of investment in human capital or the C/E of different training methods, etc. A study conducted by the HSRC in 1986 indicated that from a national point of view it was more cost-effective to train locally at low and middle manpower levels than to recruit immigrants. The current study has shown that certain comparable courses are cheaper at private correspondence schools than at state subsidised institutions and a question then arises as to the cost-effectivity of the latter.

It would be necessary to conduct much deeper research into C/E of training in the RSA before accurate information in this regard could be made available. However, some overseas conclusions are given below:

1. It was found that the rate of return on additional training facilities was high enough to justify the expansion.

2. In Brazil and Peru short courses render a higher return than longer training courses.

3. In Kenya, India and Israel training in industrial institutes and vocational secondary schools is less cost-effective than firm-based training.

4. The advantages of quasi-institutional vocational training in South America is higher for trainees who have completed primary education than those who have completed secondary education.

8.6 FINANCING OF SKILLS TRAINING

The HSRC Education Report stressed that non-formal education is the responsibility of the state and the private sector. In-service training is the function of the Department of Manpower and not the education departments and conducting and financing of training is the responsibility of industry. Financing of skills training is also closely related to the economic and manpower policies of the state.

The institutional framework and factors influencing the financing of skills training can probably be analysed in the most effective way by reference to the interaction between the labour and the training opportunities markets. This interaction is illustrated in Figure 8.1.

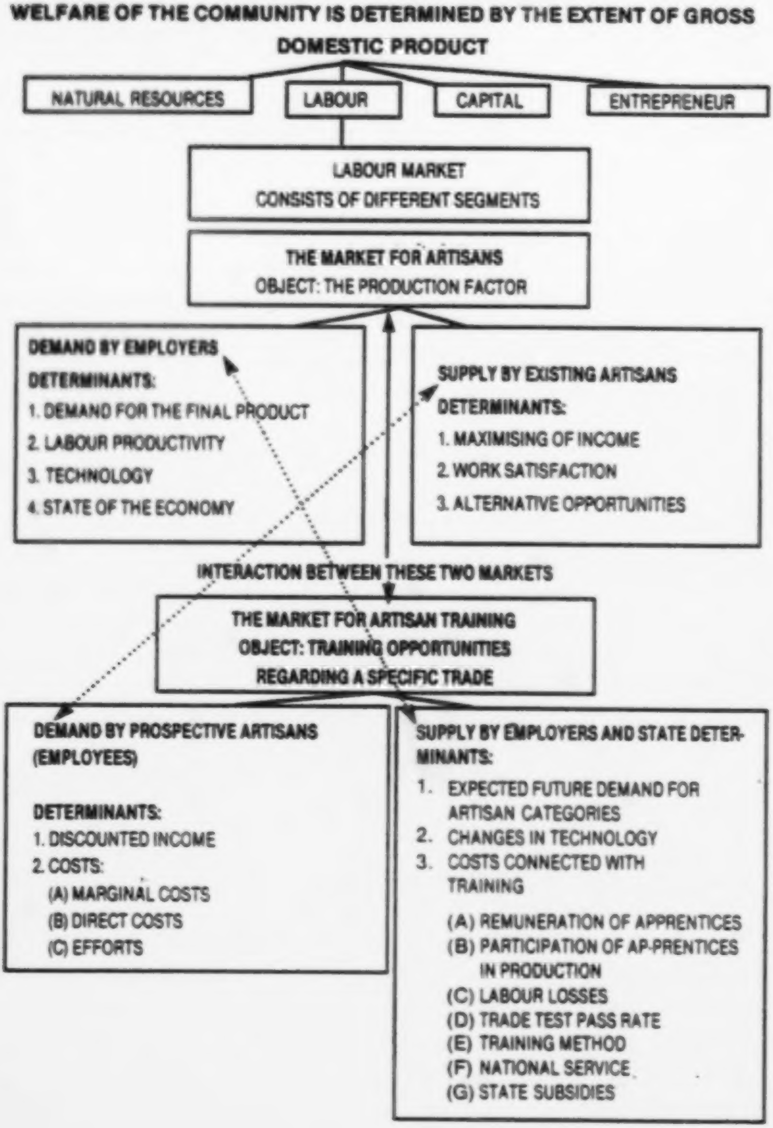
Figure 8.1 shows that there are differences between the two markets although the training market is seldom seen as being a separate market with supply and demand forces at work. However, subjects and objects of the two markets differ so radically that they must be recognised as being separate. It can be seen that factors influencing the financing of skills training may be analysed from the points of view of the authorities, private employers and trainees. The interdependent relationship between the two markets indicates the various factors which need to be considered by each of the three parties regarding the extent, nature and source of financing skills training, but it must be borne in mind that the financing of training is an investment in human capital.

8.6.1 The differences and functioning of the labour and training markets

In the labour market demand arises from employers and supply from employees having specific training, skills and experience. The demand in this case is derived from the demand for a final product, productivity and technology. The supply of labour is relatively inelastic in the short term, but becomes more elastic in the middle to long term as it can be increased by means of immigration and training. The extent of employment and wage determination will vary in different cases depending on their market structure. Employers' motives remain the maximisation of profits, and conditions for the end product in the market have a decisive effect on decisions in the labour market. The suppliers of labour, in striving for maximum welfare, will offer their labour to the extent determined by wages and other market conditions.

The interaction between the two markets lies in the fact that the employees who represent supply in the labour market become the demand in the training market while the employers, who represent demand in the labour market, become the supply of the training market. In this training market the investment in human capital takes place. It is here that, in the light of a cost/benefit analysis, a decision on investment is influenced. However, unlike the short-term nature of the labour market, investment in human capital being long term requires an analysis of a different set of factors.

FIGURE 8.1
THE INTERRELATIONSHIP BETWEEN THE TWO MARKETS


WELFARE OF THE COMMUNITY IS DETERMINED BY THE EXTENT OF GROSS DOMESTIC PRODUCT
NATURAL RESOURCES
LABOUR
CAPITAL
ENTREPRENEUR
LABOUR MARKET
CONSISTS OF DIFFERENT SEGMENTS
THE MARKET FOR ARTISANS
OBJECT: THE PRODUCTION FACTOR
DEMAND BY EMPLOYERS
DETERMINANTS:
1. DEMAND FOR THE FINAL PRODUCT
2. LABOUR PRODUCTIVITY
3. TECHNOLOGY
4. STATE OF THE ECONOMY
SUPPLY BY EXISTING ARTISANS
DETERMINANTS:
1. MAXIMISING OF INCOME
2. WORK SATISFACTION
3. ALTERNATIVE OPPORTUNITIES
INTERACTION BETWEEN THESE TWO MARKETS
THE MARKET FOR ARTISAN TRAINING
OBJECT: TRAINING OPPORTUNITIES
REGARDING A SPECIFIC TRADE
DEMAND BY PROSPECTIVE ARTISANS
(EMPLOYEES)
DETERMINANTS:
1. DISCOUNTED INCOME
2. COSTS:
(A) MARGINAL COSTS
(B) DIRECT COSTS
(C) EFFORTS
SUPPLY BY EMPLOYERS AND STATE DETERMINANTS:
1. EXPECTED FUTURE DEMAND FOR ARTISAN CATEGORIES
2. CHANGES IN TECHNOLOGY
3. COSTS CONNECTED WITH TRAINING
(A) REMUNERATION OF APPRENTICES
(B) PARTICIPATION OF AP-PRENTICES IN PRODUCTION
(C) LABOUR LOSSES
(D) TRADE TEST PASS RATE
(E) TRAINING METHOD
(F) NATIONAL SERVICE
(G) STATE SUBSIDIES

The supply in the training market comes from employers and authorities and this is influenced by the costs of training as previously described. A further factor is the anticipated future need for trained manpower. This may be influenced by the employers, previous training experiences and the anticipated demand for the end product. The contribution by the state by means of tax concessions or subsidies also influences the supply of training. The supply of training is also influenced by possible technological development and anticipated changes in the production process.

A factor influencing the demand is the discounted value of future income for the potential trainee which is affected by the present wages of specific employees. In weighing up the possibilities offered by training, the trainee will consider the direct costs and opportunity costs of training. Opportunity costs are the amount that the trainee could have earned elsewhere compared with what is earned during training. Direct costs consist of fees, study material, transport, housing, etc. as well as the personal effort put into the training.

8.6.2 The state and financing of skills training

The need for the involvement of the state in skills training may be based on economic, social, political and other factors. It is accepted that the involvement of the state in education is because of its social advantages as education enhances the quality of the manpower resource. The state also has a direct interest in the quality of manpower as it is itself an employer and supplier of welfare services. It is contended that investment in training produces better citizens as well as better workers. Not only does it give rise to higher productivity but "increased ability to understand and appreciate the historic and philosophical foundations of human existence". These external benefits are the reasons why the state should be involved in subsidising skills training. Social advantages of training and reasons for state support of training could include the following:

1. Increase in the quality and decision-making ability of the community.

2. Increased earning capacity, better income distribution and advancement of social stability and harmony.

3. Financial incentives for training can influence the training decisions by individuals and enable the economy to be steered in the direction decided on by state policy.

4. Various factors can operate in the market place leading to price distortion which in turn leads to undesirable social decisions justifying state intervention.

5. Certain types of human capital require large scale investment requiring state assistance.

6. The risk factor involved in human investment in terms of general education and training is more easily absorbed by the state than the individual employer.

The provision of education is primarily the function of the state while the training function is mainly the responsibility of the private sector but training, like education, can vary from general to specific or specialised. It can be argued that the responsibility of the state is highest in general training while that of the individual employers is highest in specialised training. The financial responsibility of the state therefore tends to decrease as the training changes from general to specific.

The manpower policy of the state and the need for financial support of training should take into account goals such as stability, employment, income distribution and geographic distribution of employees. These are taken into consideration in the formulation of the state's manpower policy. It is a characteristic of the training opportunities market that in the downturn of the business cycle there is a surplus of trained manpower and a shortage during the upturn. The state consequently has an important stabilising function which includes ensuring that the extent and level of skills training satisfies the long-term general (transferable) skills training needs in an orderly and stable manner. Training, as an active part of the manpower policy, may be aimed at employment and better distribution of incomes and consequently training of the unemployed could have financial implications for the community. Such programmes could include job creation, or the reduction of an imbalance between the different labour markets or reducing differences in skills levels, industries and regions. Such programmes obviously require support and guidance from a centralised body such as the state. The importance of the relation between unemployment, job creation and state support for training is illustrated by the following trends in the economic growth rate, labour force and unemployment in the RSA:

1. A real growth rate of four to five per cent in the economy is necessary in order to provide employment for the rapid population growth.

2. In 1974, on average, 25 % of the economically active population were not in formal

employment and this percentage had increased to 38 % by 1987. This indicates a growing level of unemployment as well as a growing informal economic sector.

3. An average of 74 % of the growth of the labour force during 1965-1970 was absorbed in the formal economic sector while during 1980-1987 only an average of 23 % could be accommodated.

4. A large number of persons entering the informal sector move there from the formal sector where they received some form of training. In 1974 about 26 % of the registered white, coloured and Asian unemployed were unskilled while by 1987 this had been reduced to 7 %.

The state may also support training for certain sectors of the unemployed, handicapped or ex-servicemen who are discriminated against in the labour market, in an attempt at a better income distribution. A system of decentralisation training benefits may be used by the state in order to bring about a better geographical distribution of employment opportunity. A further very important reason for state assistance in training is the historical disparity in educational facilities. Employers are called on to compensate for inadequacies in the educational system in their training particularly in areas such as literacy and other training of black employees for lower level occupations. It could be considered that in this regard employers are undertaking a formal education function in their training programmes.

8.6.3 Nature and extent of state assistance for skills training

The demand for education and training in the RSA, as is the case in other developing countries, has outstripped the supply. This is probably due to the positive relation between the degree of education and earning power of the individual which has also increased the demand for higher and more expensive levels of education. This has increased the demands on national resources for education and training in competition with those for other public facilities. Owing to the numerous demands made on the budget in changing economic conditions it could be anticipated that financing from other private sector sources might have to be considered. It has been seen that the market mechanisms may require the intervention of the state in order to steer them in specific directions. Private investment in human capital by means of skills training will differ between individuals. The state may attempt to influence this by either influencing the income of the investor or influencing the cost of obtaining human

Table 8.3 Alternative Sources of Finance and Forms of Financing of Training

Institution	Source of finance	Forms of financing
Private individuals	Own resources Private employers State institutions and aid Overseas sources	State aid Study bursaries/loans to individuals Loans to individuals/private employers-subsidies/rebates to private employers
Private employers	Own budgets Private training funds State assistance Overseas sources	Income tax concessions Financial support to group and private training centres Financial maintenance of training facilities of authorities
State	Central budget Private employers Private individuals	User charges Private training funds Financing by private employers out of their own budgets Overseas loans, donations, etc.

capital. The choice between the two options will depend on the elasticity of incomes or prices. If the demand for human capital is elastic then an increase in individual incomes could encourage a greater investment in training and consequently an increase in national incomes could impact on training. However, the most direct and possibly the cheapest approach could be by changing the cost of human capital as it is borne by the employer and trainee. This will be considered further using Table 8.3 as a basis.

The state has been involved in the financing of skills training over a long period of time through the Departments of Manpower, Finance and Education and Training. The fact that almost 60 % of the budget of the Department of Manpower is spent on training indicates the priority that it receives. The extensive support already given to training by the state includes income tax concessions, cash and other grants, rebates, bursaries and loans. The development of this role of the state in training has been detailed in Chapter 2.

The provision of tax concessions as a means of financing training is no longer considered as cost-effective as effective control cannot be exercised on account of the split in responsibility between the Department of Manpower and the Department of Finance. Trainers have indicated that, especially in the case of small employers, tax concessions only come into effect after the end of the tax year and do not assist in their cash flow. They also only come into effect in years when an employer is in a taxable position and are not evenly distributed between employers owing to a variety of other tax concessions which effect the marginal tax rate of employers. Requests have also been made by agricultural co-operatives for concessions towards their skills training but it is unlikely that this is possible as they are not tax paying institutions. The White Paper on the Joint Report on the Training of Artisans in the RSA has already accepted that tax concessions for training be replaced by cash grants and this is supported by the Margo Commission on the Tax Structure in the RSA. This research confirmed that most employers favoured a change to a cash grant system.

It is impossible at this stage to determine what the actual or possible cost of the tax concessions for skills training in the RSA is. Not all skills training courses are registered; there are no cost figures per course; information on or details of the number of trainees, training days or duration of courses is not available; not all private sector employers are in a profitable position where they are able to enjoy the tax concessions; tax concessions are processed in a decentralised system; different rates of income and company tax are applicable, all of which combine to make their total assessment impossible. If it is assumed that half of the economically active population receives an average of three days of skills training per annum at an average cost of R50 per training day, then the total expenditure on skills training would be R750 million per annum. Assuming that 70 % of these qualify for tax concessions then at an average company tax rate the tax concessions would cost the State R300 million p.a. Researchers involved in a study of the proposed cash grant system arrived at a figure for tax concessions of R500 million per annum.

The income tax concessions apply to registered courses in a number of different areas and types of organisation. The concessions are increased in the decentralised areas in order to encourage a better geographical distribution of industry. Certain tax concessions apply to the training of apprentices, private training centres, group training centres, and private training schemes. In addition to tax concessions the Department of Manpower contributes directly to the training of adult artisan trainees, 75 % rebates at group training centres, the training of workseekers and the training of the unemployed. The 1987/88 vote for training on the budget of the Department of Manpower was R110,157 million or 51,5 % of their total budget, to which can be added a further R75 million for the training of the unemployed.

8.6.4 Summary of state financing of training

It is clear that the state is heavily involved in financing of training in a variety of ways. This is mainly aimed at improving the quality of available manpower. In most cases the state acts as a catalyst while the private sector provides the physical facilities. It can therefore be assumed that the private sector is more cost-effective in training than the state. Some of the methods of financing, such as tax concessions and training of the unemployed, are susceptible to misuse and the state is aware of this danger. Owing to the extent of state financing, it must carry out its stewardship function and ensure, by means of adequate control and co-ordination, that the community, economic and manpower goals are achieved. The cost-effectivity of various methods of state financing still requires a great deal of consideration. Subsidisation of training needs to consider the different levels of training, stabilisation and justice, the balance of schooled and unschooled labour in the economy and short and long-term manpower needs. As has been shown, state aid may take various forms such as bursaries, loans, subsidies, rebates and tax concessions. The state can become more involved in financing training but this would have greater tax implications and consequently it seems clear that the private sector will in future have to make a greater financial contribution to training.

8.6.5 The private sector and financing of training

The private sector uses various methods to finance training and is at present the major financial contributor. Financial assistance from the state towards private sector training is important and because they are sensitive to any changes in such financing, state aid can consequently influence the direction that such training takes. Large private sector undertakings usually have a separate training department with their own budget, while smaller firms use external facilities or place training in the personnel department. In most cases, however, trainers do not become sufficiently cost-effective conscious. It is also clear that considerable sections of the private sector are not making their rightful contribution to skills training. Large-scale piracy of labour still takes place and large training organisations in both the private and public sector have to pay for this. Training funds making use of the levy/grant system offer a solution to the problem of a more equitable distribution of training costs. The private sector also provides further assistance to training by means of bursaries, loans and grants. At present it appears that the private sector provides a smaller percentage of its total budget for training than is done in other countries and such funds as are provided are subject to the vagaries of the business cycle. This seems to be the result of a short-term view of training which should be seen as a long-term investment in human capital.

8.6.6 The trainee and financing of training

The trainee has various options in training open to him and his decision is influenced by the possibility of a higher future salary as a result of training, greater job satisfaction, and status in the community. The cost of training to the individual consists of direct costs, opportunity costs and the cost of personal sacrifices. The decision on particular choice of training is basically a decision on investment aimed at the highest long-term return. It is quite clear from an analysis of training in the RSA that the contribution made by the individual towards his own training is negligible.

8.7 FINDINGS

The following findings are the result of the broad macro-investigation into the costs, benefits and financing of skills training summarised in this report.

8.7.1 Costs and benefits of skills training

F8.1 THERE IS A GENERAL LACK OF AWARENESS OF COSTS AMONG MOST TRAINERS AS THEY SEEM TO KNOW LITTLE ABOUT GROSS AND NET TRAINING COSTS. THERE ARE, HOWEVER, SIGNS THAT BECAUSE OF INFLATION AND THE SHARP RISE IN WAGES AND SALARIES, THEY ARE BECOMING MORE COST CONSCIOUS.

F8.2 EMPLOYERS STILL SEE TRAINING IN RELATION TO SHORT-TERM PROFIT GOALS AND NOT AS A LONG-TERM INVESTMENT IN HUMAN CAPITAL. THIS MAKES TRAINING SENSITIVE TO THE BUSINESS CYCLE WHICH LEADS TO AN IMBALANCE BETWEEN SUPPLY AND DEMAND AND ENCOURAGES PIRACY.

F8.3 THE PRIVATE SECTOR HAS REGARDED SKILLS TRAINING AS BEING A RESPONSIBILITY OF THE STATE AND IS NOW REALISING THAT IT WILL HAVE TO MAKE A GREATER FINANCIAL CONTRIBUTION TO TRAINING. THIS HAS BROUGHT THE REALISATION THAT COSTS AND BENEFITS OF TRAINING REQUIRE GREATER ATTENTION.

F8.4 THE LARGEST SECTION OF THE POTENTIAL LABOUR FORCE IN THE RSA IS ONLY NOW ENTERING THE LABOUR MARKET AND CURRENT TRAINING INITIATIVES WILL HAVE ADVANTAGES IN THE LONG TERM.

F8.5 TRAINERS AND THE AUTHORITIES ARE AT PRESENT UNSURE ABOUT MEASURING AND EVALUATING THE BENEFITS OF TRAINING. AT PRESENT SUCH EVALUATIONS ARE LARGELY SUBJECTIVE.

F8.6 IT CAN BE CONCLUDED THAT SKILLS TRAINING IS AT PRESENT COST-EFFECTIVE, BASED ON THE EXTENT OF TRAINING IN THE RSA, THE REDUCTION OF IMMIGRATION OF LOW AND MIDDLE LEVEL MANPOWER, THE EXTENT OF STATE FINANCING OF TRAINING AND THE SLOW POSITIVE GROWTH IN PRODUCTIVITY.

8.7.2 The financing of skills training

F8.7 THE STATE REALISES THAT THERE ARE IMPORTANT SOCIAL BENEFITS IN SKILLS TRAINING WHICH IS CONFIRMED BY THE SUBSTANTIAL SUPPORT THAT IT PROVIDES. THIS FINANCING IS ALSO ABLE TO INFLUENCE THE EXTENT, DIRECTION AND RATE OF SKILLS TRAINING.

F8.8 IT APPEARS THAT STATE SUPPORT CONCENTRATES ON LOW-LEVEL SKILLS TRAINING, AS EVIDENCED BY THE FINANCING OF WORKSEEKERS, UNEMPLOYED AND THE SALARY CEILING OF R15 000 P.A. FOR TAX CONCESSIONS.

F8.9 THE COST-EFFECTIVITY OF THE VARIOUS METHODS OF STATE FINANCING OF SKILLS TRAINING REQUIRES IN-DEPTH RESEARCH WITH A VIEW TO THE ACHIEVEMENT OF CLEAR MANPOWER POLICY GOALS.

F8.10 THE MOST EFFECTIVE MANNER OF DIRECTING STATE SUPPORT FOR TRAINING TO THE RIGHT AVENUES IS STILL PROBLEMATIC. CO-ORDINATION AND CONTROL ARE ESSENTIAL BECAUSE OF THE VAST EXTENT OF STATE FINANCIAL ASSISTANCE. THIS IS COMPLICATED, HOWEVER, BECAUSE OF UNCERTAINTIES ON COST-EFFECTIVITY OF VARIOUS ASSISTANCE PROGRAMMES.

F8.11 THE SYSTEM OF TAX CONCESSIONS FOR TRAINING PLAYED AN IMPORTANT INITIAL ROLE IN STIMULATING TRAINING BUT IS BEING ABUSED BY UNSCRUPULOUS EMPLOYERS AND IS NOT A SYSTEM WHICH LENDS ITSELF TO EFFECTIVE CONTROL. IT IS ALSO NOT POSSIBLE TO DETERMINE THE COST OF THIS SYSTEM TO THE STATE BUT IT IS PROBABLY IN THE REGION OF R500 MILLION P.A.

F8.12 THERE IS A COMMUNICATIONS GAP BETWEEN TRAINERS AND TOP MANAGEMENT IN THE PRIVATE SECTOR WHICH IS INFLUENCING THE EFFECTIVENESS OF TRAINING AND IS AGGRAVATED BY THE LACK OF KNOWLEDGE AND INFORMATION ON THE MOST COST-EFFECTIVE METHODS OF TRAINING.

F8.13 THERE IS AT PRESENT NO BASIS ON WHICH THE TOTAL EXTENT AND EXPENDITURE OF PRIVATE SECTOR TRAINING CAN BE DETERMINED.

8.8 PROPOSALS

P8.1 IN-DEPTH RESEARCH ON A MICROBASIS INTO THE EXTENT AND STRUCTURE OF THE COST OF SKILLS TRAINING IS CALLED FOR AND IN THIS RESEARCH CONSIDERATION SHOULD BE GIVEN TO THE POSSIBILITY OF STANDARDISED SYSTEMS OF ACCOUNTING AND COST ANALYSIS.

P8.2 FURTHER IN-DEPTH RESEARCH INTO SYSTEMS OF COST-BENEFIT ANALYSIS IS NECESSARY IN ORDER TO DEVELOP A SOUTH AFRICAN COST-BENEFIT ANALYSIS SYSTEM. THIS SYSTEM SHOULD BE CAPABLE OF ANALYSING THE PRIVATE AND SOCIAL BENEFITS OF TRAINING AS WELL AS BEING USED IN DECISIONS ON THE EMPLOYMENT OF VARIOUS TRAINING RESOURCES. EMPLOYERS AND TRAINERS SHOULD BE ENABLED TO MAKE A MAJOR CONTRIBUTION TO SUCH A STUDY.

P8.3 FURTHER INVESTIGTION IS ALSO NECESSARY INTO THE RELATIONS BETWEEN SKILLS TRAINING AND LABOUR PRODUCTIVITY, SOCIAL STABILITY AND EQUITABILITY. THIS COULD ASSIST IN DETERMINING WHAT THE FINANCIAL ROLE OF THE STATE SHOULD BE IN SKILLS TRAINING.

P8.4 IT IS NECESSARY, IN VIEW OF THE SERIOUS UNEMPLOYMENT SITUATION IN THE RSA, THAT THE TRAINING OF THE WORKSEEKER AND THE UNEMPLOYED BE EXTENDED AND IMPROVED PARTICULARLY WITH A VIEW TO DEVELOPING EMPLOYMENT IN THE INFORMAL ECONOMIC SECTOR.

P8.5 THE TRAINING OF ALL LEVELS OF TRAINING PERSONNEL MUST RECEIVE URGENT ATTENTION IN ORDER TO BUILD UP A PROFESSIONAL TRAINING STRUCTURE IN THE RSA.

P8.6 ATTENTION MUST BE GIVEN TO THE IMPROVEMENT OF THE UTILISATION RATE OF TRAINING FACILITIES IN THE RSA. THIS APPLIES TO INDUSTRY, GROUP AND PRIVATE TRAINING CENTRES. THE EXTENSION OF THE REBATE SYSTEM TO INCLUDE INDUSTRY TRAINING CENTRES SHOULD BE CONSIDERED IN THIS REGARD.

P8.7 THE STATE SHOULD DEVELOP A CLEAR TRAINING POLICY LEADING TO A TRAINING STRATEGY WHICH IS SUBJECT TO PERIODIC REVIEW. THIS WOULD INDICATE THE ROLE OF THE STATE AND THE PRIVATE SECTOR IN TRAINING AND ENABLE THE STATE TO MAKE A SELECTIVE FINANCIAL CONTRIBUTION TO TRAINING IN TERMS OF ITS STRATEGY.

P8.8 THE TAX CONCESSION SYSTEM OF ASSISTING TRAINING SHOULD BE DISCONTINUED AND REPLACED BY A CASH GRANT SYSTEM. IN ORDER TO FINANCE THE CASH GRANT SYSTEM THE DEPARTMENT OF FINANCE SHOULD DETERMINE WHAT THE PRESENT TAX CONCESSIONS ARE COSTING THE STATE AND THIS SHOULD BE APPROPRIATED FOR CASH GRANTS WHEN THE TAX CONCESSIONS ARE PHASED OUT.

P8.9 WHERE BONA FIDE TRAINING ORGANISATIONS ARE REGISTERED WITH

THE DEPARTMENT OF MANPOWER, OR ACCREDITED BY AN ACCREDITED TRAINING BOARD, THEY SHOULD QUALIFY FOR EXEMPTION FROM IMPORT DUTY AND THE 60 % SURCHARGE ON MAJOR ITEMS OF EQUIPMENT FOR TRAINING PURPOSES IN THE SAME MANNER AS APPLIED TO RECOGNISED EDUCATIONAL INSTITUTIONS.

P8.10 SECTION 18A OF THE INCOME TAX ACT, 1962 (ACT NO. 58 OF 1962) SHOULD BE APPLIED TO DONATIONS MADE TO ACCREDITED TRAINING BOARDS IN THE SAME MANNER AS APPLIED TO DONATIONS FOR EDUCATIONAL PURPOSES.

P8.11 THE CASH GRANT SYSTEM SHOULD BE USED TO ENABLE THE OBJECTS OF THE NATIONAL TRAINING STRATEGY TO BE ACHIEVED. CASH GRANTS COULD CONTRIBUTE TOWARDS THE ESTABLISHMENT OF ACCREDITED TRAINING BOARD INFRASTRUCTURES, TRAINING OF SPECIFIC CLASSES OF LABOUR IN SHORT SUPPLY AND THE ACQUISITION OF EXPENSIVE TRAINING EQUIPMENT AND FACILITIES.

P8.12 SPECIAL ATTENTION SHOULD BE GIVEN TO THE ESTABLISHMENT OF ACCREDITED TRAINING BOARDS ON AN INDUSTRY BASIS WHICH WILL OPERATE ON A LEVY SYSTEM IN ORDER TO SPREAD THE COST OF TRAINING OVER ALL EMPLOYERS IN THE INDUSTRY CONCERNED.

P8.13 THE MANPOWER POLICY SHOULD REQUIRE THE TRAINING OF LOCAL LABOUR TO BE A PREREQUISITE BEFORE ANY IMMIGRATION APPLICATIONS FROM EMPLOYERS ARE FAVOURABLY CONSIDERED.

RESEARCH

STEYN,F.G. *et al.* *Koste, voordele en finansiering van Vaardigheidsopleiding in die RSA.* Navorsingsverslag. Pretoria: RGN, 1988.

CHAPTER 9

THE STRUCTURES FOR SKILLS TRAINING

9.1 INTRODUCTION

The investigation into skills training, being conducted on a macrolevel, was structured in such a way that the previous chapters looked at a number of different aspects of training and the findings in those chapters then led to consideration of the total structure in which training took place. If the result of the investigation then led to the establishment of a more effective overall structure for all aspects of training and guidelines, or directions for advancement in training, it would have achieved its objective. The meso and micro advances and reforms would then be brought about by the newly established structures.

Ideally the investigation into structures should have been serial to all other research but here too the time and financial constraints determined that the research into structures would proceed parallel with the other research. In order to accommodate this, recommendations arising from previous chapters as well as this chapter will be consolidated in the final chapter.

Structures were defined as all of the determinants flowing from the law, statutory or common, that ordered the total facilitation of training in the RSA. These structures occur on the state, industry and company levels.

9.2 RESEARCH SCOPE AND METHODOLOGY

It was decided that for convenience the topic would be split into the following three research areas:

1. The philosophy underpinning the need for structures that optimise training.

2. A comparative study of structures and their successes/failures in overseas countries.

3. A study of present structures and how these facilitate/inhibit skills training in the RSA.

The basic approach adopted for the first project was to study the source literature on this topic from the classical to the contemporary period, as well as extrapolating from wider readings on successful organisational structure.

For the second project an in-depth study was made of the structures that regulated training in England from the 1950s to the present time. This research concentrated on the successes and failures of these structures as well as pressures and the rationale that led to changes in these structures. Furthermore, outstanding features of structures in six other countries were studied. These insights provide some valuable pointers to the directions the RSA could follow in order to optimise its efforts in skills training.

Research in the third project focused firstly on the perceptions of industry and commerce regarding the successes and shortcomings of current structures. This was achieved by a structured interview involving those most affected by the current system. This information was then related to the present situation by an in-depth study of the Manpower Training Act, 1981,as well as the proposed legislation contained in the Manpower Training Draft Amendment Bill, 1988.

A questionnaire was designed for the structured interview which is enclosed as Appendix 5 and sixteen interviews were conducted with the chief executives of ten training schemes/-boards, four major national employers, such as Eskom and Iscor, a senior official in the Department of Manpower and the Commission for Administration.

9.3 THE PHILOSOPHIES OF STRUCTURE FOR SKILLS TRAINING

In a survey covering a span of 80 years, commencing with Fayol's early work and culminating in Mintzberg's theory of organisation, the one, single factor that emerges is that the key structural elements of organisation design have not changed from the turn of the century. The only real influences which have impacted on organisations relate to management styles or philosophies. Here three specific influences are noted, namely the human relations styles emerging from the Hawthorne experiments, the impact of technology from the very detailed Tavistock studies and the work done by Joan Woodward on contingency models from which situational management techniques emerge. However, key structure elements of organisation design remain intact from horizontal division of labour and job specialisations to vertical stratification of supervision, span of control and unity of command. These elements are still very much alive and remain forceful ingredients of all modern organisations at this time.

One of the most valuable contributions to research on structure was made by Haige and Aiken who highlighted seven critical factors for evaluating an organisation's ability to adapt to change. Since the successes and survival of modern organisations depend very largely on their ability to adapt to change, the factors introduced by these researchers must be seriously considered if a successful organisational design is required.

Haige and Aiken's studies indicated that an organisation's rate of change ability depended on the following: complexity of the organisation, centralisation, formalisation, stratification, emphasis on production, efficiency and job satisfaction of incumbents.

These factors must be seriously considered in structural design since not taking cognisance of them may lead to the creation of a highly complex and centralised organisation which adapts badly to change, as do bodies with an over zealous emphasis on production. By realising that achievements of great business efficiency mean poor adaptation to change, sensitive areas become apparent which could be used in designing a highly dynamic body capable of accommodating the anticipated socio-economic changes necessary for survival in Southern Africa. How efficiency is measured in an organisation is thus important to the designer.

By avoiding the pitfalls of highly complex, highly stratified structures, we see that part of an organisational solution lies with simple structures which are designed to be flexible and efficient. This implies design criteria that lead to a project orientation in the structure rather than an operational orientation, which has the potential of degenerating into a bureaucracy.

Effectiveness means having shorter routes for quick effective decision making in adapting to the likely changes needed for technological advancement and the ability for educational structures to accommodate learning and syllabus changes so that trainees become technologically competent.

The above highlights the critical need for proper job analysis to be done in all technologies. The singular absence of "coalface" job analysis at every level in the education and training areas is critically described by Mintzberg as "theory developed from a distance". The implication is that the value of instruments, such as questionnaires, is seriously doubted. "Close up" behavioural observations are considered superior for analysis of training needs, and all job analysis techniques should involve the close observation of behaviour. Thus, the legacy of industrial council negotiations on the content of a job will continue to produce hybrids of the modules designed by means of accurate job analysis. Such hybrids will be counterproductive to the real needs of the economy and consequently the need for a co-ordinating body which is able to pool ideas becomes essential.

The "principles of structuring" an organisation appear in varying combinations throughout literature. Vance provides the most succinct summaries of these principles, which in turn may be reduced to the five basic groupings as follows: business-aim, organisation design (macroperspective), job design (microperspective), directing the organisation, obtaining and retaining staff.

Each of the above has one common objective, namely, to co-ordinate resources in order to achieve results. All the leading authors agree that the sole purpose of structuring is to provide mechanisms to co-ordinate resources to achieve objectives. While there may be opinions that the elements of organisational design have changed, the fact remains that all structures include: division of labour (horizontal), appointment of supervision (vertical), span of control and unity of command.

The most complete theory found in the literature on structuring was produced by Mintzberg. His basic model containing the five basic parts of organisation is virtually self-explanatory and appears in Figure 9.1.

While literature provides many design criteria which could be applied to manpower training, the most important lie in the ability to adapt to change. It is on the critical elements of simplicity, flexibility, rapid decision making and ability to cope with rapid change, that any future philosophy governing the provision of structures for training in the RSA should be based.

9.4 STRUCTURES FOR SKILLS TRAINING IN OTHER COUNTRIES

The aim of this research project was to make an investigation into the structures for skills training that exist in various overseas countries. This means that the researcher applied a macroperspective. In doing this the British system was researched in great depth because of its relevance and compatibility with the South African system. In addition certain important aspects of structures which do not feature prominently in the British system were also emphasised by referring to the systems of Australia, West-Germany, France, Japan, Hong Kong and the Netherlands. The various perspectives are as follows:

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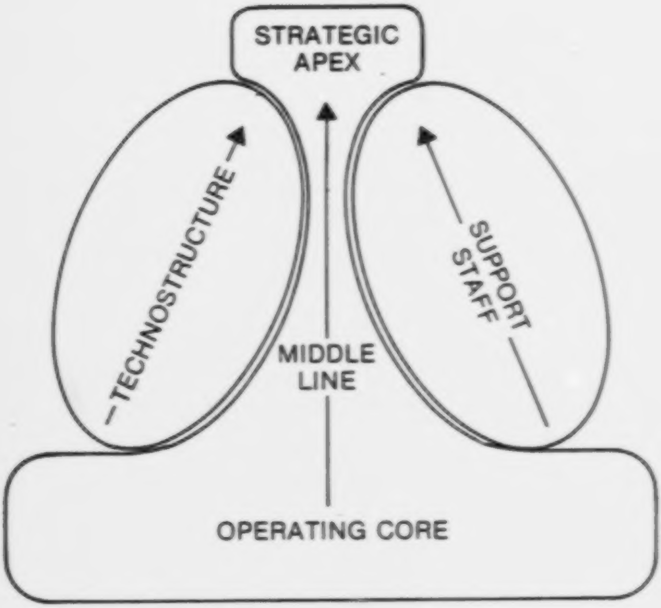
Figure 9.1 Henry Mintzberg's Model of Organisation Theory

The five basic parts of organisations:



9.4.1 The British system

Over the past twenty years some very important developments in policy took place in Britain. These developments were initiated by the government with the introduction of such bodies as the Industrial Training Boards, the Training Council and the Manpower Services Commission. The intention of these bodies was to address problems relating to the quality and quantity of skills training in Britain. After having addressed these problems the British government showed a more flexible attitude towards skills training. This attitude became visible in the 1981 Act and subsequent measures such as the Youth Training Scheme and Adult Training Schemes. During this period there was a clear tendency towards a policy of decentralisation and deregulation with the government applying its leadership role in a less prescriptive way.

The basis for the policy developments that took place in Britain is attributed to economic and social factors on the one hand and to specific factors in the area of skills training on the other. These economic factors can be summarised as follows: low level of productivity, skill shortages, unemployment and the low economic growth rate compared with other European countries.

Under the heading of skills training the following negative factors seemed pertinent: the rigidity of the apprenticeship system, the tendency to "buy" skills rather than to do own training, the lack of co-ordination in the field of training and the inability to adjust to new and changing skills.

A review of the various acts and the training bodies established indicates that the Act of 1964 set out to ensure an adequate supply of trained people, to secure an improvement in the quality of training and to share the cost of training more evenly between employers. The 1973 Act amended the previous act and introduced the principle that the Industrial Training Boards (ITB) were to be supported, in the main, from general taxation or public funds. A small token levy was retained to allow those training boards, which wished to provide themselves with extra facilities, to do so if their industries were prepared to pay for them. In the 1981 Act greater emphasis was placed on social and national training requirements by aiming to establish a training system built on standards of competence and to provide wider training opportunities for youths and adults. An in-depth study on the nature and functions of the Industrial Training Boards (ITB) and the Manpower Services Commission (MSC) reveals some important pointers to skills training in the RSA.

The Industrial Training Board came into being in 1964, and thus it was that, helped by the interventionist climate of those days, a state concern for industrial training was created. Pressure was to be brought to bear on the negligent employer through the training boards in order to ensure that he paid his share of the costs. The intention with the creation of the Manpower Services Commission was to create a new attitude to manpower and in order to achieve this it was given sufficient influence and independence by being conceived as a "hived off" body answerable to the minister.

Statements were made about the failure of the training board and levy/grant systems in the UK and it therefore becomes necessary to look at causes and effects in the UK somewhat more closely. After the Minister of Labour had appointed the Carr Committee, consisting of employers, trade unions and educators, and then considered its report, the Industrial Training Council (ITC) later changed to the Central Training Council (CTC), was appointed to provide advice and assistance to employers' organisations. Their actions led to development of training on a voluntary basis and of particular note was their running of officially sponsored training officers' training courses, the development of group training centres in order to help the small employer and the establishing of an Industrial Training Service (ITS). As this was a slow process of evolution and the state felt that greater numbers needed to be trained, which called for greater financial support from the state, the 1964 Industrial Training Act was passed which replaced the former voluntary system by a statutory one. This act provided for the establishment of Industry Training Boards (ITB) and funding by means of compulsory levy/grant systems. This compulsory levy/grant system led to a rapid growth of staff and bureaucratic structures in order to administer the system and was the main focus of criticism of the system by employers at a later stage. There is no doubt that in this period most industries developed professional training teams capable of exhaustive surveys of training needs in their industries who produced effective courses, training manuals and material. Although initially there was a tendency to set up large physical training facilities they gradually tended to move from training and administration to training systems design and consulting.

Even the levy/grant system was moving towards a levy/exemption system which retained the levy as a system of costs distribution but eliminated the grant concept which was less successful. The 1973 Employment and Training Act came about due to dissatisfaction by employers with the levy/grant system and growing unemployment which appeared to need greater state intervention. As a consequence the CTC changed into the more powerful Manpower Services Commission (MSC). The MSC looked at the rising young unemployment and consequent social and welfare problems and tended to concentrate on the Skills Centres and training of adult unemployed and the Youth Training Schemes for 16/17-year-olds prior to employment.

From the foregoing can be seen that the changes in the fortunes of the ITBs in the UK were brought about by state intervention by means of legislation and increased State funding and control, rather than by failure of the systems.

Following the General Election in June 1987, the role and responsibilities of the MSC was changed fundamentally by the government focussing them sharply on vocational education and training. The Training Commission (TC) took over the manpower training responsibility from the MSC on 26 May 1988. The name change recognises that the reorganisation has given the TC a much sharper focus as the country's training authority. It offers a major opportunity to increase the profile of vocational education and training and to underline its importance to national economic competitiveness.

The TC's aims inter alia are to: encourage the development of a skilled work force through the three New Training Initiatives; improve the delivery of training in TC programmes; contribute to the development and delivery of the three guarantees for unemployed people; continue to use its programmes to encourage the development of enterprise and job creation especially in growth areas such as small firms, self employment, etc., and to work towards providing equality of access to TC programmes.

In its efforts to modernise occupational training the TC aims at making the UK's vocational education and training systems more effective by: ensuring that they are relevant to existing and future skill needs; providing a basis on which entry to training, further training and jobs can be gained on the achievement of agreed standards of competence; establishing the National Council for Vocational Qualififactions (NVCQ) to propagate the use of standards-based training and qualifications using the TC's programmes; developing the UK's training system by helping to develop infrastructures to provide effective channels for employers to express their views on training, broadening employers' and individuals' access to training, working to make education and training provisions more responsive to the changing needs of the economy and the development of trainers.

From the TC reports it can therefore be concluded that the TC, in accordance with the White Paper on Education and Training, proposes to integrate vocational education and training at school level, postschool and tertiary levels as far as is desirable; effect the conjoining of education and training systems, structures and institutions; establish recognition of qualifications obtained respectively in the education and training sectors; design a national strategy to organise all training initiatives and actions under one "umbrella"; define clearly the responsibility, commitment and interest of the state in education and training and manage state funds for training on a selective basis according to the manpower needs of the country.

9.4.2 The Australian system

The importance of the Australian system in the context of this research can be seen from the fact that it represents a new system of traineeship for young people in non-trade occupations. It was created to provide a new form of high quality training for young people entering the work force, thereby improving the skills of the Australian youth labour force and in this way the provision of training was improved. Furthermore trainees are able to obtain qualifications that are recognised by industry and education bodies, and which can be used as a step to permanent employment and a worthwhile career, and/or further education and training.

The Australian Traineeship System is administered and funded by the Commonwealth and State Governments and is planned and introduced in consultation with the industry, unions, young people, the education sector and providers of training. It provides broad based training in non-trade occupations and consists of planned structured on-the-job training linked closely to off-the-job training in a Technical and Further Education (TAFE) college. The training is of at least 12 months' duration including a minimum of 13 weeks at a TAFE college or other approved training centre. Training takes place in terms of a formal agreement and is monitored and certificated by the state authority concerned. The Commonwealth Government pays an on-the-job training fee for each trainee to help employers meet training costs and also development grants for the course and course materials development. They also provide Traineeship Trainers' courses for on-the-job trainers at National Trainer Training Service Centres, on the employer's premises and by distance learning. All courses must contain a balance of skills and knowledge in the areas of communications, the working environment, computers and technology, numeracy and literacy, practical and manual skills, problem solving and planning as well as job specific skills. The courses are available to persons who have left school and are between the age of 16 to 18 years but may in certain circumstances be extended to 15 to 19-yearolds.

9.4.3 Other training systems

A. West Germany

In West Germany the training, as may have been anticipated, is very systematic and highly structured. A large percentage of youths receive skills training through the compulsory education system. In addition there are a great number of occupations for which specific traineeships exist. This means that for each of the proclaimed occupations in West Germany a training contract is available. The parties to this contract are the trainee, his parents and the Chamber of Industry and Commerce which registers and supervises the contract. The contract of training consists of many clauses which deal with the rights and duties both of the employer and the employee.

B. France

The value of the French system can be seen from the fact that the importance of an enterprise's training plan, based on individual and collective needs, is emphasised. With this approach a genuine dialogue with the entire staff is achieved and the aspirations of employees are satisfied.

C. Japan

In Japan the whole system of skills training is based on three "Basic Vocational Training Plans" in which the relation between work and training is emphasised. In practice this has the effect that general education is regarded as being sufficient in secondary schools since on-the-job training receives the highest priority in the work situation.

D. Hong Kong

Hong Kong has a very strongly centralised training system. This is necessitated by the fact that the majority of businesses cannot afford training. In this situation it is logical that a government organisation, The Vocational Training Council, has direct control over training activities performed by training boards.

E. Holland

In the Netherlands the system of skills training differs radically from other systems as very few children leave school at school leaving age. The implication of this is that skills training is provided in the school system and that companies have to accept a new employee whose training does not fit into a specific job category in their organisation.

9.5 INTERNATIONAL LABOUR CONVENTIONS AND RECOMMENDATIONS

In the White Paper on Part 5 of the Wiehahn Report the Government accepted the following recommendation dealing with international guidelines:

> South Africa, with due regard to its inherent right to take local circumstances and the varying stages of social and economic development within its society into account, seeks to align its labour and industrial relations law and practice to the fullest

possible extent with international labour conventions, recommendations and other international instruments.

The WC therefore took cognisance of the conventions and recommendations of the International Labour Organisation (ILO) concerning Vocational Guidance and Vocational Training in the Development of Human Resources, 1975, for the purpose of this investigation. ILO conventions are binding on member countries while their recommendations may be considered by the members. As far as can be ascertained, these conventions have not been amended since July 1977, when they came into force. The conventions are given below and the recommendations are included as Appendix 6.

Article 1

1. Each Member shall adopt and develop comprehensive and co-ordinated policies and programmes of vocational guidance and vocational training, closely linked with employment, in particular through public employment services.

2. These policies and programmes shall take due account of-

(a) employment needs, opportunities and problems, both regional and national;

(b) the stage and level of economic, social and cultural development, and

(c) the mutual relationships between human resources development and other economic, social and cultural objectives.

3. The policies and programmes shall be pursued by methods that are appro-priate to national conditions.

4. The policies and programmes shall be designed to improve the ability of the individual to understand and, individually or collectively, to influence the working and social environment.

5. The policies and programmes shall encourage and enable all persons, on an equal basis and without any discrimination whatsoever, to develop and use their capabilities for work in their own best interests and in accordance with their own aspirations, account being taken of the needs of society.

Article 2

With the above ends in view, each Member shall establish and develop open, flexible and complementary systems of general, technical and vocational education, educational and vocational guidance and vocational training, whether these activities take place within the system of formal education or outside it.

Article 3

1. Each Member shall gradually extend its systems of vocational guidance, including continuing employment information, with a view to ensuring that comprehensive information and the broadest possible guidance are available to all children, young persons and adults, including appropriate programmes for all handicapped and disabled persons.

2. Such information and guidance shall cover the choice of an occupation, vocational training and related educational opportunities, the employment situation and employment prospects, promotion prospects, conditions of work, safety and hygiene at work, and other aspects of working life in the various sectors of economic, social and cultural activity and at all levels of responsibility.

3. The information and guidance shall be supplemented by information on general aspects of collective agreements and of the rights and obligations of all concerned under labour law; this information shall be provided in accordance with national law and practice, taking into account the respective functions and tasks of the workers' and employers' organisations concerned.

Article 4

Each Member shall gradually extend, adapt and harmonise its vocational training systems to meet the needs for vocational training throughout life of both young persons and adults in all sectors of the economy and branches of economic activity and at all levels of skills and responsibility.

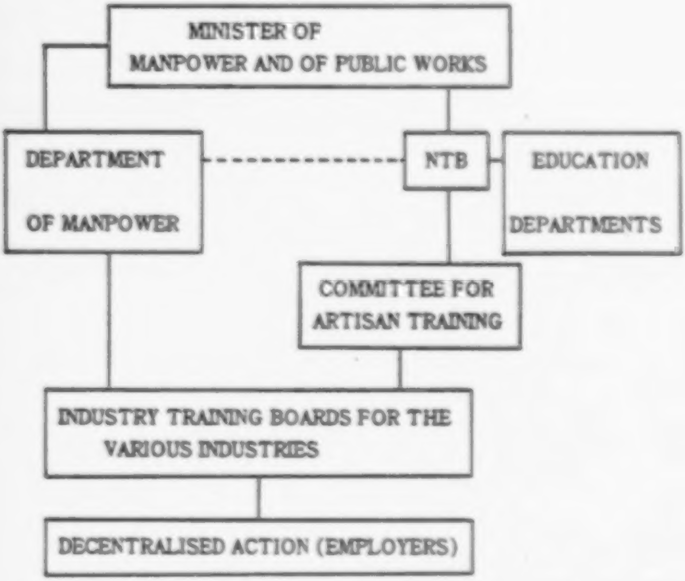
Article 5

Policies and programmes of vocational guidance and vocational training shall be formulated and implemented in co-operation with employers' and workers' organisations and, as appropriate and in accordance with national law and practice, with other interested bodies.

9.6 EXISTING STRUCTURES FOR SKILLS TRAINING IN THE RSA

The White Paper on the Joint Report of the HSRC/NTB Investigation into the Training of Artisans in the RSA outlined the structure for artisan training. The purpose of this structure is to create links and enable co-ordination to take place between the Minister of Manpower and the Department of Manpower on the one hand and education departments and the private sector on the other. This structure is shown in Figure 9.2.

Figure 9.2 The Artisan Training Structure


MINISTER OF MANPOWER AND OF PUBLIC WORKS
DEPARTMENT OF MANPOWER
NTB
EDUCATION DEPARTMENTS
COMMITTEE FOR ARTISAN TRAINING
INDUSTRY TRAINING BOARDS FOR THE VARIOUS INDUSTRIES
DECENTRALISED ACTION (EMPLOYERS)

Each component within this structure has specific functions and responsibilities which were dealt with in Chapter 2 where the committees operating under the NTB were detailed.

9.6.1 The National Training Board (NTB)

The NTB was created by the Manpower Training Act, 1981, which prescribes its functions and powers. Firstly the board shall advise the minister on matters of policy arising out of the the application of the act or any matter related to training and perform any function assigned to it by the minister or the act. Section 4 of the act requires that:

> The Board shall perform its functions with a view to the co-ordination, encouragement and facilitation, and may...take steps for the establishment of uniform standards of training with a view to the control of and the promotion of the effectiveness of training.

It is clear from this that it can be expected from the NTB that it takes action to stimulate training activities and obviously the NTB has an important advisory function to perform regarding training. In order to facilitate its activities, a number of advisory committees have been established and this structure is illustrated in Figure 9.3.

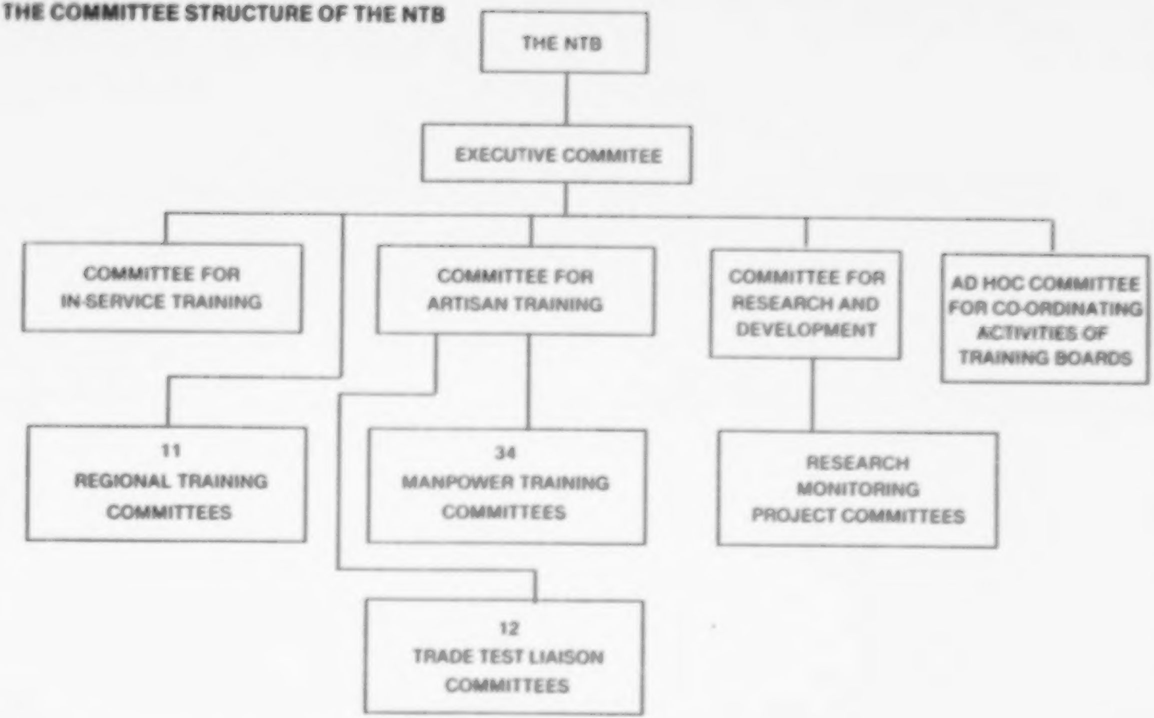
A particular function of the NTB, which was referred to in the White Paper, was that of facilitating liaison with the relevant education departments. It is also clearly a policy that devolution of decision making should take place providing that the partnership of industry, employers, employees and the state is maintained. This decentralisation of power is currently state policy.

9.6.2 Training boards

The White Paper also opened the way for the creation of accredited training boards (ATB) which could take over the responsibility for artisan training. It is generally accepted, however, that training boards will be created for training in non-artisan activities and also that in a system of modular artisan training, provision is easily made for training in subartisan activities, using the same training modules. Once a training board has received accreditation it is in the position to accredit training within the industry in terms of its own constitution.

As such ATBs will require at least a minimum infrastructure it is incumbent on industry to provide the necessary funding. Some industries already have training funds for this purpose which has the advantage of spreading the costs of training more equitably across the industry as a whole. Section 39 of the act enables the minister, after consultation with the NTB, to impose a training levy payable by employers generally, or by any specific group of employers in order to achieve any objects of the act. In addition to any action taken by the minister on his own initiative, there is the possibility of a group or association of

FIGURE 9.3
THE COMMITTEE STRUCTURE OF THE NTB


THE NTB
EXECUTIVE COMMITEE
COMMITTEE FOR IN-SERVICE TRAINING
COMMITTEE FOR ARTISAN TRAINING
COMMITTEE FOR RESEARCH AND DEVELOPMENT
AD HOC COMMITTEE FOR CO-ORDINATING ACTIVITIES OF TRAINING BOARDS
11 REGIONAL TRAINING COMMITTEES
34 MANPOWER TRAINING COMMITTEES
RESEARCH MONITORING PROJECT COMMITTEES
12 TRADE TEST LIAISON COMMITTEES

employers creating a training scheme providing for the establishment of a training fund, to which employers in that industry may contribute. They may then in terms of Section 39(4) of the act ask the minister to declare such scheme binding on the industry. There is also the possibility for an industrial council to decide on a scheme for the training of the employees and compulsory contributions towards a fund for this purpose. Provision is made for this in terms of section 48 of the Labour Relations Act, 1956 (Act No. 28 of 1956) and once such a scheme has been published by the minister it becomes binding on all parties to the agreement.

9.6.3 The objects of ATBs

The following functions of training boards taken from the NTB publication on Devolution of Training: Establishment of Additional Private Sector Training Boards, gives a clear indication of the roles which may be fulfilled by an ATB:

> Development and implementation, on an industry-wide basis, of a system of training planning, budgeting and manpower development;
>
> determination of training needs based on the abovementioned planning system and other training needs analysis techniques;
>
> concomitant with the above, the determination of performance standards and associated training standards which will be acceptable to the industry as a whole;
>
> obtaining recognition and registration as an accrediting board for the particular industry concerned from the Department of Manpower;
>
> accrediting such organisations to conduct training for the industry concerned, whether these be group training centres, industry-specific training institutions, or other institutions or organisations;
>
> taking responsibility for and carrying out the monitoring, budgeting and administrative functions as set out in the recommendations on accreditation and the cash grant system;
>
> planning and arranging the implementation of training;

conducting training where appropriate.

The advantages of such training boards are that the specific training needs of the industry concerned may be determined accurately, they can generate an awareness and acceptance by employers of their responsibility to train their staff, training can be directed at the needs of the whole industry at reduced unit costs, they can facilitate and co-ordinate training in the industry, they can promote practical job-oriented training to standards set by the industry and then standardise it,they can monitor training standards by means of a system of accreditation of training courses and organisations and their training initiatives can assist to minimise staff piracy and the attendant spiralling of wages.

9.6.4 Accreditation and evaluation

According to the NTB accreditation consists ofthe following:

> The evaluating of a training institution on the basis of specific criteria to determine whether that institution can act as a fully-fledged training body and can produce trained people who comply with set standards. It serves to protect the individual against exploitation and to improve the quality of training and occupational mobility.

It is proposed that such accreditation will take place at two levels, namely:

At the first level the Department of Manpower lays down specific standards and requirements with which industry training boards have to comply. The industry training board of each industry meeting the requirements qualifies for accreditation, the aim being to regulate all training within the industry and to lay down standards and requirements.

At the second level the industry training boards lay down specific requirements and standards that training institutions and employers offering training in that industry have to meet to acquire accredited status. The laying down of such standards and requirements will take place according to the needs of the industry concerned and this will ensure that training of acceptable quality is offered.

Once ATBs accept responsibility for all training within their industry then the process of accreditation with an ATB will replace the present system of registration of courses with

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the Registrar of Manpower Training in order to qualify the employer for tax concessions.

9.7 THE MANPOWER TRAINING DRAFT AMENDMENT BILL, 1988

Having briefly considered the present training structures it is necessary to examine the published bill in order to determine, apart from the accepted accreditation processes, what further structural changes may be anticipated. As this bill was published on 26 February 1988 calling for public comment it may be anticipated that further amendments to the bill may take place prior to its being tabled in parliament in 1989.

The bill provides for the establishment,accreditation by the registrar, constitution and duties and powers of industry training boards. As this is an extremely important section of the bill, it is necessary to consider it more carefully.

An industry training board may be established by a group of employers, employers' organisations, group of employers' organisations, group of one employer and one or more employers' organisations, or a group of employers and one or more employers' organisations. In this process any of these groups may also combine with a trade union or unions in establishing the training board.

Any training board may then submit its constitution to the registrar with an application for accreditation. If the registrar is satisfied that the main objective of the training board is to promote training, its constitution complies with the requirements of the act, there is no training board already accredited for that industry and area concerned and the training board is sufficiently representative of the industry concerned, then he may accredit the board.

The ITB constitution is an important instrument in this process of accreditation and it is required to provide for the appointment of its members, the establishment of a training fund and payment of contributions to the fund and the normal clauses relating to meetings, employees, keeping of books of account and investment of funds.

It is important to realise that the duties of industry training boards referred to in the bill relate entirely to apprenticeship training. Many of the present functions of the registrar relative to the training of apprentices are transferred to the ATB after accreditation. As this investigation is not concerned with the training of artisans, such details are not included in this report.

The alteration of the title of group training centres to regional training centres (RTC) has been referred to in Chapter 7 and it was explained that the establishment, area of operations and courses at such centres are subject to approval by the registrar, while the minister may provide for financial assistance for such RTC. The Registrar is required to report to the NTB from time to time on all applications for registration of GTCs that he receives. GTCs must obtain approval from the registrar for any courses for which employers wish to enjoy the present training tax concessions.

At present, provision is made for the registration of private training centres by the registrar so that they may enjoy tax concession benefits in terms of section 11*sept* of the Income Tax Act, 1962. The bill proposes that any person or employer conducting a training centre other than regional training centres, industry training centres or training centres established in terms of Section 48 of the Labour Relations Act, 1956, may apply for their registration as private training centres (PTC) and any training scheme operating in terms of Section 34 of the Manpower Training Act, 1981, automatically becomes a private training centre. Under the present act an employer conducting courses of training for his own employees and wishing to enjoy tax concessions, is required to register such courses with the registrar as a training scheme. Any courses at such PTCs qualifying for tax concessions are subject to approval by the registrar.

On the other hand any person conducting training for the employees of other persons may apply for registration as an industry training centre. This does not apply to a RTC, private training centre or a Labour Relations Act, 1956, training scheme. Previously such centres were registered as private training centres. The registrar may stipulate conditions on courses, their nature and duration, physical facilities and fees charged and must approve courses qualifying for tax concessions.

The minister may also make grants towards courses of training in labour relations and other than trade unions, employers and employers' organisations, no one may offer courses in this area unless they have been registered as a RTC and private or industry training centre and have their courses approved by the registrar.

The establishment of the Fund for the Training of Unemployed Persons and establishment of a committee to control this fund and to report to, and advise the Director-General of Manpower on the training of the unemployed, is a further structural change and has been dealt with in previous chapters.

From this analysis can be seen that the functions of the registrar in terms of the draft bill will include the following:

1. Accreditation of training boards for apprenticeship training after which the ATB exercises most of the control over its own apprenticeship training;

2. registering and approval of courses and areas of influence of regional training centres;

3. registering private and industry training centres and approval of courses qualifying for tax concessions, as well as fees charged at industry training centres, and

4. registering training centres conducting courses in labour relations and approval of their courses.

9.8 RESULTS OF STRUCTURED INTERVIEWS AND OTHER RESEARCH

It has already been reported that sixteen structured interviews were conducted, on the basis of the questionnaire, with representatives of training schemes/boards and major national concerns. These covered the spectrum from commerce to state and semistate, and led to a number of proposals centred on the privatisation of all skills training to accredited training boards.

The findings arising from these interviews are given below:

F9.1 SKILLS TRAINING: MOST TRAINING BOARDS MAKE PROVISION FOR TRAINING THEIR PEOPLE IN A WIDE VARIETY OF SKILLS AT ALL LEVELS OF MANPOWER AND IN COMBINATIONS OF HUMAN, CONCEPTUAL, INTELLECTUAL AND MANIPULATIVE SKILLS. THIS TRAINING IS DESIGNED BY TAKING THE INDUSTRIES' NEEDS INTO CONSIDERATION AND CONCENTRATING ON UNIVERSAL SKILLS. NEEDS THAT CANNOT BE MET ARE MOST OFTEN CONTRACTED OUT, OFTEN TO GROUP TRAINING CENTRES. TRAINING IS MOST OFTEN STIMULATED BY NEWSLETTERS AND SEMINARS ON THE INTRODUCTION OF NEW COURSES.

F9.2 EXISTING TRAINING STRUCTURES: THE MAJORITY OF RESPONDENTS

BELIEVE THAT PROPOSED LEGISLATION CONCERNING MANPOWER TRAINING SHOULD BE EXTENDED TO INCLUDE ALL SKILLS TRAINING. THIS LEGISLATION SHOULD NOT, HOWEVER, BE PRESCRIPTIVE BUT RATHER ALLOW FOR FLEXIBILITY AND ADAPTATION. THE TRAINING BOARD WAS THE MOST FAVOURED INSTRUMENT PROPOSED TO ACHIEVE THIS. HOWEVER, SOME ORGANISATIONS FELT IT WOULD BE UNNECESSARY TO CREATE NEW INFRASTRUCTURES WHERE ADEQUATE FACILITIES ALREADY EXISTED.

F9.3 ADMINISTRATIVE STRUCTURES: THE MAJORITY OF RESPONDENTS INDICATED A SOUND RELATIONSHIP WITH THE DEPARTMENT OF MANPOWER AND THE NATIONAL TRAINING BOARD, WITH THE QUALIFICATION HOWEVER, THAT FULL PARTICIPATION WAS NOT POSSIBLE OWING TO THE LACK OF REPRESENTATION ON THE NATIONAL TRAINING BOARD AND ITS VARIOUS COMMITTEES. A SIMILAR RESERVATION WAS EXPRESSED REGARDING THE NATIONAL MANPOWER COMMISSION AND AS A POSSIBLE ALTERNATIVE A CONSULTATIVE COMMITTEE REPRESENTING ALL TRAINING BOARDS AND CO-ORDINATING THEIR ACTIONS WAS SUGGESTED. IT WAS FURTHERMORE SUGGESTED THAT THE DEPARTMENT OF MANPOWER COULD ACT AS ARBITRATOR IN CASE OF ANY DISPUTES.

F9.4 GENERAL TRENDS: ALL THOSE CONSULTED FAVOURED CASH GRANTS OVER THE EXISTING SYSTEM OF TAX CONCESSIONS, BUT ANY NEW SYSTEM SHOULD NOT FAVOUR ANY PARTY UNFAIRLY. IT WAS FURTHER INDICATED THAT TRAINING BOARDS SHOULD NOT BE COMPLETELY DEPENDENT ON THIS SOURCE OF FINANCE BUT SHOULD AIM AT SELF-SUFFICIENCY. THE AMOUNT OF STATE FUNDING TO BE SPENT ON CASH GRANTS SHOULD NOT BE LESS THAN THAT CURRENTLY SPENT ON TAX CONCESSIONS. NOT ALL PARTIES CONSULTED WERE IN FAVOUR OF THE PRESENT SYSTEM OF UNEMPLOYED TRAINING AND FELT IT SHOULD BE CLEARLY DIRECTED AT THE SPECIFIC NEEDS OF INDUSTRY AND IN LINE WITH THEIR CAPACITY FOR EMPLOYMENT. THE GENERAL CONSENSUS WAS THAT A PARTNERSHIP BETWEEN FORMAL EDUCATION, ESPECIALLY ON A TECHNICAL COLLEGE AND TECHNIKON LEVEL, AND TRAINING BODIES REPRESENTING THE NEEDS OF INDUSTRY, WOULD BENEFIT THE MANPOWER TRAINING FIELD IN THE RSA.

F9.5 THE BASIS OF FINANCING A TRAINING BOARD SHOULD BE A LEVY ON THE EMPLOYERS IN THE INDUSTRY BUT IT IS NOT DESIRABLE THAT SUCH A LEVY SHOULD EXCEED 1 % OF THE EMPLOYERS' PAYROLL. THE OVERSEAS EXPERIENCE SHOWS THAT ONCE THE EMPLOYER'S PAYMENT INTO A TRAINING FUND EXCEEDS 1 % IT CAUSES RESENTMENT AND DEFAULT WHICH IS HARMFUL TO THE TRAINING FUND.

F9.6 AS ACCREDITED TRAINING BOARDS ARE ESTABLISHED THE FUNCTIONS OF THE PRESENT MANPOWER TRAINING COMMITTEES WILL FALL AWAY AND SUCH COMMITTEES WILL NEED TO BE ABOLISHED. EACH ACCREDITED INDUSTRY TRAINING BOARD WILL NEED TO DECIDE WHAT COMMITTEE STRUCTURE IS REQUIRED TO PERFORM THE LOCALISED FUNCTIONS AT PRESENT CARRIED OUT BY THE MANPOWER TRAINING COMMITTEES.

F9.7 THE REGIONAL TRAINING COMMITTEES WERE ESTABLISHED IN 1983 AS A PART OF THE DECENTRALISATION PROCESS. THEY HAVE NOT BEEN VERY SUCCESSFUL, LARGELY BECAUSE THEY HAVE NO SPECIFIC FUNCTIONS TO PERFORM AND ARE ENTIRELY PART-TIME BODIES. AS THEY ARE COMMITTEES OF THE NTB IT WILL BE NECESSARY FOR THE NTB TO GIVE CONSIDERATION TO THEIR POSITION ONCE A NEW TRAINING STRUCTURE EMERGES.

F9.8 THE APPROVAL OF ALL COURSES FOR TAX CONCESSION PURPOSES AND THE REGISTRATION OF REGIONAL TRAINING CENTRES (AT PRESENT GROUP TRAINING CENTRES), INDUSTRY TRAINING CENTRES (PRIVATE TRAINING CENTRES), PRIVATE TRAINING CENTRES (TRAINING SCHEMES), COURSES IN LABOUR RELATIONS AND THE TRAINING OF THE UNEMPLOYED ARE VERY HIGHLY CENTRALISED IN THE PRESENT FUNCTIONS OF THE REGISTRAR OF MANPOWER TRAINING.

F9.9 THE FEELING FROM THE EMPIRICAL RESEARCH AND A STUDY OF EXISTING AND PROPOSED LEGISLATIVE STRUCTURES, WAS CLEARLY IN FAVOUR OF AMENDMENTS TO CURRENT LEGISLATION TO BRING THIS IN LINE WITH THE NEEDS OF INDUSTRY.

The following findings arise from the total research covered in this chapter:

F9.10 THE MAIN FINDING CONCERNS THE POSITIVE EFFECT THAT DECENTRALISATION AND PRIVATISATION CAN HAVE ON THE EFFICIENT AND EFFECTIVE PROVISION OF TRAINING. THIS MUST, HOWEVER, NOT BE CONFUSED WITH AN ABDICATION OF STATE RESPONSIBILITIES. SUCCESS HAS ONLY BEEN ACHIEVED WHERE THE STATE ACCEPTS AN ON-GOING RESPONSIBILITY FOR THE STIMULATION OF TRAINING (GENERALLY THROUGH FINANCIAL INCENTIVES AND THE DEFINITION OF THE PARAMETERS FOR PERMISSIBLE TRAINING EXPENDITURE) ESPECIALLY WHERE SOCIOCOMMUNITY BENEFITS ARE DESIRED.

F9.11 THE SECOND MAJOR FACTOR INFLUENCING THE SUCCESS OF STRUCTURES IS THE NEED FOR SIMPLICITY, FLEXIBILITY AND RAPID DECISION MAKING. THE CREATION OF BUREAUCRACIES AND EXCESSIVE STATE INTERVENTION HAS PROVED TO BE ONE OF THE MOST COMMON INHIBITING FACTORS.

F9.12 THE THIRD CONSENSUS FACTOR IS THE EMPHASIS ON THE PRINCIPLE OF VOLUNTARISM. INDUSTRY SECTORS THAT WERE FORCED INTO CERTAIN STRUCTURES SELDOM MADE A SUCCESS OF THESE. THERE IS, HOWEVER, STILL A NEED FOR A NATIONAL STRATEGY, WHICH SHOULD BE GUIDED AND SUPPORTED BY THE STATE. WHAT IS NECESSARY IS ACHIEVEMENT OF A BALANCE BETWEEN VOLUNTARISM AND SUFFICIENT PRESCRIPTION IN ORDER TO ELIMINATE ANY "LOG-JAM" IN THE TRAINING PROCESS.

F9.13 THE UK WHITE PAPER ENTITLED WORKING TOGETHER - EDUCATION AND TRAINING, DEVELOPMENTS HAVE ALREADY ARISEN THEREFROM, AS WELL AS THE ESTABLISHMENT OF THE TC WITH A NATIONAL TRAINING STRATEGY, TRAINING INITIATIVES UNDER ONE "UMBRELLA", THE PURSUIT OF UNIFORM STANDARDS AND NATIONALLY RECOGNISED TRAINING QUALIFICATIONS, AS LAID DOWN BY THE NCVQ, CONTAIN ASPECTS WHICH CAN POSSIBLY ADVANTAGEOUSLY BE CONSIDERED AND ADAPTED IN THE RSA.

F9.14 IT IS DESIRABLE THAT THE CONVENTIONS AND RECOMMENDATIONS OF

THE ILO BE INVESTIGATED TO DETERMINE WHAT STEPS THE RSA COULD TAKE, WITHIN THE FRAMEWORK OF GOVERNMENT POLICY, TO ALIGN ITS LABOUR LEGISLATION AND PRACTICES TO THE FULLEST POSSIBLE EXTENT WITH LABOUR CONVENTIONS, RECOMMENDATIONS AND OTHER INTERNATIONAL INSTRUMENTS.

9.9 PROPOSALS

P9.1 IT IS PROPOSED THAT THERE SHOULD BE A DEVOLUTION OF CONTROL OF ALL MANPOWER TRAINING TO ACCREDITED TRAINING BOARDS.

P9.2 THE MANPOWER TRAINING ACT, 1981, SHOULD BE AMENDED BY SPECIFYING IN A SEPARATE SECTION FROM THAT CONCERNED WITH ARTISAN TRAINING, THAT ACCREDITED TRAINING BOARDS MAY ASSUME THE RESPONSIBILITY FOR ALL SKILLS TRAINING WITHIN THEIR PARTICULAR INDUSTRY.

P9.3 THE TERMINOLOGY "INDUSTRY TRAINING BOARD" SHOULD BE AMENDED IN THE MANPOWER TRAINING ACT, 1981 TO READ "TRAINING BOARD". THIS IS NECESSARY IN ORDER TO ENCOMPASS ALL SECTORS OF THE ECONOMY AS SOME SECTORS DO NOT CONSIDER THEMSELVES AS INDUSTRIES. THE ACCENT WILL THEN FALL ON ACCREDITED TRAINING BOARDS.

P9.4 THE MANPOWER TRAINING ACT, 1981, SHOULD WIDEN THE DEFINITION OF "TRAINING BOARD" TO INCLUDE THE CONCEPT OF A BODY WHICH CO-ORDINATES AND STIMULATES TRAINING WITHIN AN INDUSTRY. THIS WOULD ERADICATE THE CONCEPTION THAT THE FORMATION OF A "TRAINING BOARD" MEANS THE CREATION OF A NEW BUREAUCRACY OR AN EXPENSIVE INFRASTRUCTURE THAT ACTUALLY ITSELF HAS TO PROVIDE TRAINING.

P9.5 IT SHOULD BE STATED CLEARLY IN THE MANPOWER TRAINING ACT, 1981, THAT ONCE A TRAINING BOARD RECEIVES ACCREDITATION, IT WILL HAVE AUTHORITY TO MEET THE TRAINING NEEDS OF ITS INDUSTRY IN THE BEST WAY IT SEES FIT, WITHOUT STATE INTERVENTION IN THE DAY-TO-DAY PROVISION OF TRAINING.

P9.6 ONCE AN ACCREDITED TRAINING BOARD HAS BEEN ESTABLISHED FOR A SPECIFIC INDUSTRY, THE NEED FOR REGISTRATION OF PRIVATE TRAINING CENTRES AND INDUSTRY TRAINING CENTRES WILL FALL AWAY AND SUCH CENTRES WILL NEED TO SEEK ACCREDITATION OF THEIR COURSES BY THE ACCREDITED TRAINING BOARD.

P9.7 ONCE AN ACCREDITED TRAINING BOARD HAS BEEN ESTABLISHED FOR A SPECIFIC INDUSTRY, THE REGIONAL TRAINING CENTRES SHOULD HAVE TO SEEK ACCREDITATION OF RELEVANT COURSES BY THE ACCREDITED TRAINING BOARD IN ORDER TO QUALIFY FOR THE TRAINING REBATE.

P9.8 TRAINING BOARDS SHOULD BE ENCOURAGED TO CONSIDER THE WHOLE SPECTRUM OF SKILLS NEEDED WITHIN THEIR INDUSTRY AND TO INCLUDE THIS ON A NATIONALLY INTEGRATED COURSE SYSTEM. THIS COULD INCLUDE INDUSTRY-BASED TRAINEESHIP SYSTEMS FOR CATEGORIES OF WORK NOT TRADITIONALLY ASSOCIATED WITH THE APPRENTICESHIP SYSTEM.

P9.9 IT IS PROPOSED THAT THE PRESENT TAX CONCESSIONS UNDER SECTION 11 SEPT OF THE INCOME TAX ACT, 1962 (ACT NO. 58 OF 1962) BE PHASED OUT AND BE REPLACED BY A SYSTEM OF CASH GRANTS-TO ACCREDITED TRAINING BOARDS.

P9.10 THE CASH GRANT FROM THE STATE MUST BE ONGOING AND BE BASED ON A FORMULA THAT ENSURES THE TRAINING OF SKILLS OF PRIMARY IMPORTANCE TO THE NATION. THIS GRANT SHOULD FURTHERMORE BE BASED ON ACTUAL TRAINING PRODUCED RATHER THAN SIZE OF INDUSTRY, SIZE OF PROPOSED BUDGET OR ANY OTHER FACTOR.

P9.11 ONCE AN ACCREDITED TRAINING BOARD HAS RECEIVED THE CASH GRANT, THE AUTONOMY OF THAT TRAINING BOARD MUST BE ENTRENCHED. IT MUST HAVE THE FINAL SAY OVER HOW THE MONEY IS DISTRIBUTED, PROVIDED THAT THIS IS CONFINED TO MEETING THE OBJECTIVES OF AN ACCREDITED TRAINING BOARD AND IS WITHIN THE SCOPE OF ITS APPROVED CONSTITUTION.

P9.12 INDUSTRIES SHOULD BE ENCOURAGED TO BASE THEIR FUNDING ON A LEVY SYSTEM WHICH DISTRIBUTES THE COST OF TRAINING MORE FAIRLY AMONG ALL EMPLOYERS IN THE INDUSTRY. THE BASIS OF THE LEVY SHOULD BE DECIDED BY EACH INDUSTRY IN ORDER TO MEET THEIR OWN NEEDS AND TRAINING STRUCTURES.

P9.13 THE MANPOWER TRAINING ACT, 1981, SHOULD BE AMENDED TO MAKE PROVISION FOR A STATUTORY BODY, DESIGNATED AS THE ASSOCIATION OF ACCREDITED TRAINING BOARDS (AATB). THE MAIN FUNCTIONS OF THIS BODY WOULD BE TO ACT AS A LIAISON BETWEEN THE STATE AND INDUSTRY. IT MUST BE STRESSED THAT THIS WOULD BE A PURELY VOLUNTARY ADVISORY BODY THAT WOULD CREATE A SHORTER COMMUNICATION LINE BETWEEN INDUSTRY AND THE MINISTER AND DIRECTOR-GENERAL OF MANPOWER. THIS BODY WOULD HAVE NO SCOPE TO EXERCISE AUTHORITY OVER ANY INDIVIDUAL TRAINING BOARD AND ITS MAIN FUNCTIONS WOULD BE AS FOLLOWS:

A. ACT AS A FORUM FOR DISCUSSION BETWEEN ACCREDITED BOARDS WHICH COULD SHARE EXPERTISE AND WORK ON MUTUAL PROBLEMS SUCH AS THE RATIONALISATION AND DESIGNATION OF TRADES AND TRAINING COURSES.

B. ACT AS A DIRECT COMMUNICATION LINK WITH THE MINISTER ON PROBLEMS THAT ARE COMMON TO THE ACCREDITED TRAINING BOARDS.

C. SUGGEST AREAS OF RESEARCH AND POSSIBLE PRIORITIES TO BE CONSIDERED BY THE NATIONAL TRAINING BOARD AND CONDUCT RESEARCH AND INVESTIGATIONS ON ITS OWN BEHALF THROUGH ITS MEMBERS.

D. CO-ORDINATE AREAS SUCH AS TRAINING FOR TOP MANAGEMENT, WHERE THESE AREAS ARE SEEN AS OF NATIONAL STRATEGIC IMPORTANCE.

E. NEGOTIATE CORE SYLLABI FOR TRADES PREFERABLY USING A CO-ORDINATED NATIONAL JOB ANALYSIS AND TASK-LISTING AP-

PROACH.

THE ASSOCIATION OF ACCREDITED TRAINING BOARDS WOULD CONSIST OF REPRESENTATIVES OF EACH ACCREDITED TRAINING BOARD WHICH ARE DIRECTLY INVOLVED IN TRAINING. THE ASSOCIATION OF ACCREDITED TRAINING BOARDS SHOULD MAKE A CONSCIOUS EFFORT TO LIAISE WITH ORGANISED LABOUR, FORMAL EDUCATION AND ALL OTHER PARTIES CONCERNED WITH THE DEVELOPMENT OF THE NATION'S HUMAN RESOURCES. IT SHOULD ALSO INCLUDE REPRESENTATION OF THE PROPOSED ACCREDITED TRAINING BOARD ESTABLISHED UNDER THE LOCAL GOVERNMENT TRAINING ACT, 1985 (ACT NO. 41 OF 1985).

P9.14 IT IS PROPOSED THAT THE NATIONAL TRAINING BOARD SHOULD GIVE CONSIDERATION TO THE FORMULATION OF A NATIONAL STRATEGY FOR HUMAN RESOURCE DEVELOPMENT IN THE RSA. THIS STRATEGY SHOULD ALSO DETERMINE PRIORITY AREAS WHICH SHOULD BE UPDATED ON A REGULAR BASIS MAKING USE OF INFORMATION FROM BODIES SUCH AS THE PROPOSED ASSOCIATION OF TRAINING BOARDS.

P9.15 IN THE PROCESS OF DECENTRALISATION AND DEVOLUTION OF DECISION MAKING THE ROLE OF THE REGISTRAR OF MANPOWER SHOULD MOVE AWAY FROM THE APPROVAL OF COURSES AND REGISTRATION OF INDUSTRY AND PRIVATE TRAINING CENTRES AND THE REGISTRAR AND THE TRAINING ADVISERS SHOULD BECOME ACTIVELY INVOLVED IN THE ESTABLISHMENT AND ACCREDITATION OF TRAINING BOARDS IN ALL INDUSTRIAL SECTORS. THERE WOULD THEN BE A NEED TO PERFORM A STEWARDSHIP FUNCTION IN THOSE AREAS WHERE PUBLIC FUNDS ARE INVOLVED.

P9.16 THE TECHNICAL COLLEGE SHOULD PLAY A MUCH GREATER ROLE IN TRAINING TO MEET THE NEEDS OF INDUSTRY IN THE RSA, POSSIBLY ALSO IN THE RETRAINING OF ADULT LEARNERS. OWING TO THE VAST NEED FOR SKILLED WORKERS, CHANGING NEEDS OF INDUSTRY AS WELL AS THE EQUITABLE USE OF RESOURCES, ATTEMPTS SHOULD BE MADE TO BRIDGE THE BARRIERS BETWEEN TRAINING AND THE FORMAL EDUCATION SYSTEM. THE TECHNICAL COLLEGES SHOULD BE AVAILABLE TO ALL EMPLOYEES WHOM INDUSTRY WANTS TRAINED WITHIN

THE REGION OF SUCH TECHNICAL COLLEGES.

P9.17 IT IS PROPOSED THAT CAPITAL COSTS INCURRED IN SETTING UP TRAINING BOARDS, INCLUDING THOSE OF MAJOR ITEMS OF EQUIPMENT FOR TRAINING PURPOSES, SHOULD RECEIVE FINANCIAL ASSISTANCE FROM THE STATE.

P9.18 SMALL OR VERY NEW (START-UP) BUSINESSES SHOULD BE GIVEN A "BREATHING PERIOD" FROM TRAINING LEVIES TO ENSURE THE VIABILITY OF THE SMALL BUSINESS ECONOMIC SECTOR.

P9.19 THE FORMAL EDUCATION SYSTEM SHOULD BE ENCOURAGED TO SEEK ACCREDITATION BY ACCREDITED TRAINING BOARDS, OF SUCH SECTIONS OF THE COURSES AS ARE APPROPRIATE TO THE INDUSTRY CONCERNED. THIS APPLIES PARTICULARLY TO THE TECHNICAL COLLEGES AND TECHNICAL OR CAREER HIGH SCHOOLS.

P9.20 ALL MANPOWER AND TRAINING BOARD MATTERS SHOULD FALL UNDER A SINGLE STATE DEPARTMENT. IT IS PROPOSED THAT THE TRAINING BOARD FOR LOCAL GOVERNMENT SHOULD BE ADMINISTERED, WITH ALL OTHER TRAINING SCHEMES, BY THE DEPARTMENT OF MANPOWER.

P9.21 FURTHER RESEARCH SHOULD BE UNDERTAKEN ON THE CO-ORDINATION OF EFFORTS BETWEEN FORMAL EDUCATION AND TRAINING. THE SUCCESSFUL AUSTRALIAN EXAMPLE OF A SINGLE DEPARTMENT, LINKING EDUCATION AND TRAINING, INCLUDING ALL THEIR RESOURCES, COULD BE CONSIDERED IN SUCH RESEARCH.

P9.22 IT IS PROPOSED THAT THE NATIONAL TRAINING BOARD USE THE ILO CONVENTIONS AND PROPOSALS ON VOCATIONAL GUIDANCE AND VOCATIONAL TRAINING IN THE DEVELOPMENT OF HUMAN RESOURCES, 1975, AS CRITERIA FOR AN INVESTIGATION TO DETERMINE IF THE POLICY AND ACTIONS OF THE RSA ARE REASONABLY ALIGNED TO THOSE OF THE INTERNATIONAL COMMUNITY.

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CHAPTER 10

RECOMMENDATIONS

IN THE PREVIOUS CHAPTERS OF THIS REPORT A NUMBER OF PROPOSALS HAVE BEEN MADE AND, AS THE PROJECT COMMITTEES WERE WORKING PARALLEL WITH ONE ANOTHER, A NUMBER OF THESE PROPOSALS ARE EITHER RELATED OR REPEATED. IN THIS CHAPTER ALL PROPOSALS ARE BROUGHT TOGETHER AND SORTED INTO A LOGICAL SEQUENCE UNDER SUITABLE HEADINGS IN ORDER TO SIMPLIFY THE FORMULATION OF THE FINAL RECOMMENDATIONS OF THE WC. IN THIS PROCESS, HOWEVER, PROPOSALS SHOULD STILL BE SEEN IN TERMS OF THEIR ORIGINAL CONTEXT. THE FORMAT USED IS THAT THE PROPOSALS THAT WERE CONSIDERED BY THE WORKING COMMITTEE ARE LISTED UNDER EACH HEADING, FOLLOWED BY THE SPECIFIC RECOMMENDATIONS MADE BY THE WORKING COMMITTEE.

10.1 POLICY AND STRATEGY

10.1.1 National Manpower Policy

IT IS PROPOSED THAT A NATIONAL TRAINING POLICY AND A NATIONAL TRAINING STRATEGY BE DEVELOPED WHICH WILL ADDRESS THE PRIORITIES WHICH HAVE BEEN ESTABLISHED. (Training of the Workseeker and the Unemployed - PROPOSAL 5.1)

THE STATE SHOULD DEVELOP A CLEAR TRAINING POLICY LEADING TO A TRAINING STRATEGY WHICH IS SUBJECT TO PERIODIC REVIEW. THIS WOULD INDICATE THE ROLE OF THE STATE AND THE PRIVATE SECTOR IN TRAINING AND ENABLE THE STATE TO MAKE A SELECTIVE FINANCIAL CONTRIBUTION TO TRAINING IN TERMS OF ITS STRATEGY. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.7)

THE MANPOWER POLICY SHOULD REQUIRE THE TRAINING OF LOCAL LABOUR TO BE A PREREQUISITE BEFORE ANY IMMIGRATION APPLICATIONS FROM EMPLOYERS ARE FAVOURABLY CONSIDERED. (Costs, Benefits and Financing of Training - PROPOSAL 8.13)

ALL MANPOWER AND TRAINING BOARD MATTERS SHOULD FALL UNDER A SINGLE STATE DEPARTMENT. IT IS PROPOSED THAT THE TRAINING BOARD FOR LOCAL GOVERNMENT SHOULD BE ADMINISTERED, WITH ALL OTHER TRAINING SCHEMES, BY THE DEPARTMENT OF MANPOWER. (The Structures for Skills Training - PROPOSAL 9.20)

IT IS PROPOSED THAT THE NATIONAL TRAINING BOARD USE THE ILO CONVENTIONS AND PROPOSALS ON VOCATIONAL GUIDANCE AND VOCATIONAL TRAINING IN THE DEVELOPMENT OF HUMAN RESOURCES 1975, AS CRITERIA FOR AN INVESTIGATION TO DETERMINE IF THE POLICY AND ACTIONS OF THE RSA ARE REASONABLY ALIGNED TO THOSE OF THE INTERNATIONAL COMMUNITY. (The Structures for Skills Training - PROPOSAL 9.22)

R.1 IT IS RECOMMENDED THAT THE NATIONAL TRAINING BOARD TEST THE EXISTING NATIONAL TRAINING POLICY AGAINST THE PRIORITIES WHICH THIS INVESTIGATION HAS HIGHLIGHTED, MAKE THE NECESSARY ADJUSTMENTS AND PERIODICALLY REVIEW IT. A NATIONAL TRAINING STRATEGY MUST BE DESIGNED TO GIVE EFFECT TO THE NATIONAL TRAINING POLICY.

R.2 IT IS RECOMMENDED THAT ALL MANPOWER TRAINING MATTERS SHOULD FALL UNDER ONE STATE DEPARTMENT, NAMELY THE DEPARTMENT OF MANPOWER, AND IN THIS WAY PROMOTE AND ADMINISTER ALL TRAINING OF MANPOWER IN A CO-ORDINATED MANNER.

R.3 IT IS RECOMMENDED THAT THE NATIONAL MANPOWER POLICY SHOULD DETERMINE THAT THE TRAINING OF LOCAL LABOUR SHOULD BE A PREREQUISITE BEFORE THE FAVOURABLE CONSIDERATION OF EMPLOYERS' APPLICATIONS FOR TRAINED IMMIGRANT LABOUR.

10.1.2 National Training Strategies

IT IS PROPOSED THAT A NATIONAL TRAINING POLICY AND A NATIONAL TRAINING STRATEGY BE DEVELOPED WHICH WILL ADDRESS THE PRIORITIES WHICH HAVE BEEN ESTABLISHED. (Training of the Workseeker and the Unemployed - PROPOSAL 5.1)

IN THE TRAINING STRATEGY FOR THE WORKSEEKER AND THE UNEMPLOYED THERE SHOULD BE A SHIFT IN EMPHASIS TO TRAINING QUALITY RATHER THAN TRAINING FOR QUANTITY. (Training of the Workseeker and the Unemployed - PROPOSAL 5.2)

IN THE ESTABLISHMENT OF NATIONAL TRAINING STRATEGIES USE SHOULD BE MADE OF ACCREDITED TRAINING BOARDS TO ESTABLISH AN INDUSTRY'S TRAINING NEEDS FOR WORKSEEKER AND UNEMPLOYED TRAINING, TO ACCREDIT TRAINING FACILITIES AND ACCEPT RESPONSIBILITY FOR STANDARDS IN ACCREDITED TRAINING INSTITUTIONS. THIS WOULD ONLY APPLY TO TRAINING FOR THE FORMAL SECTOR. (Training of the Workseeker and the Unemployed - PROPOSAL 5.5)

THE TRAINING FOR THE INFORMAL SECTOR SHOULD BE A PARTICULAR RESPONSIBILITY OF THE REGISTRAR AND THE TRAINING ADVISERS OWING TO ITS GREAT AND GROWING STRATEGIC IMPORTANCE TO COMBAT UNEMPLOYMENT IN THE RSA. IN THIS REGARD THE PROPOSED ADVISORY COMMITTEE FOR REGIONAL TRAINING CENTRES SHOULD BE ASKED TO GIVE PARTICULAR ATTENTION TO THIS TYPE OF TRAINING AND THE REGIONAL TRAINING CENTRES SHOULD PLAY AN EVEN GREATER ROLE IN THIS TRAINING AND PARTICULARLY ITS AFTERCARE. (Training of the Workseeker and the Unemployed - PROPOSAL 5.6)

IT IS PROPOSED THAT A DYNAMIC NATIONAL STRATEGY OF TRAINING FOR SMALL BUSINESS DEVELOPMENT BE DESIGNED AND THAT IT BE UPDATED ON A REGULAR BASIS. THE STRATEGY SHOULD FOCUS ON THE TRAINING NEED, THE FUNDING OF SUCH TRAINING, ITS CO-ORDINATION, THE SETTING OF STANDARDS AND ACCREDITATION OF TRAINING COURSES. (Skills Training for Small Business Development - PROPOSAL 6.2)

THE STATE SHOULD DEVELOP A CLEAR TRAINING POLICY LEADING TO A TRAINING STRATEGY WHICH IS SUBJECT TO PERIODIC REVIEW. THIS WOULD INDICATE THE ROLE OF THE STATE AND THE PRIVATE SECTOR IN TRAINING AND ENABLE THE STATE TO MAKE A SELECTIVE FINANCIAL CONTRIBUTION TO TRAINING IN TERMS OF ITS STRATEGY. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.7)

IT IS PROPOSED THAT THERE SHOULD BE A DEVOLUTION OF CONTROL OF ALL MANPOWER TRAINING TO ACCREDITED TRAINING BOARDS. (The Structures for Skills Training - PROPOSAL 9.1)

IT IS PROPOSED THAT THE NATIONAL TRAINING BOARD SHOULD GIVE CONSIDERATION TO THE FORMULATION OF A NATIONAL STRATEGY FOR HUMAN RESOURCE DEVELOPMENT IN THE RSA. THIS STRATEGY SHOULD ALSO DETERMINE PRIORITY AREAS WHICH SHOULD BE UPDATED ON A REGULAR BASIS MAKING USE OF INFORMATION FROM BODIES SUCH AS THE PROPOSED ASSOCIATION OF TRAINING BOARDS. (The Structures for Skills Training - PROPOSAL 9.14)

IN THE PROCESS OF DECENTRALISATION AND DEVOLUTION OF DECISION MAKING THE ROLE OF THE REGISTRAR OF MANPOWER SHOULD MOVE AWAY FROM THE APPROVAL OF COURSES AND REGISTRATION OF INDUSTRY AND PRIVATE TRAINING CENTRES AND THE REGISTRAR AND THE TRAINING ADVISERS SHOULD BECOME ACTIVELY INVOLVED IN THE ESTABLISHMENT AND ACCREDITATION OF TRAINING BOARDS IN ALL INDUSTRIAL SECTORS. THERE WOULD THEN BE A NEED TO PERFORM A STEWARDSHIP FUNCTION IN THOSE AREAS WHERE PUBLIC FUNDS ARE INVOLVED. (The Structures for Skills Training - PROPOSAL 9.15)

R.4 IT IS RECOMMENDED THAT THE NATIONAL TRAINING BOARD SHOULD FORMULATE AND REGULARLY UPDATE A NATIONAL STRATEGY FOR THE DEVELOPMENT OF HUMAN RESOURCES IN THE RSA. THIS STRATEGY MUST ADDRESS THE FOLLOWING MATTERS:

A. THE RESPONSIBILITY OF THE STATE, EMPLOYERS, EMPLOYERS' ORGANISATIONS, EMPLOYEES, EMPLOYEES' ORGANISATIONS AND THE FORMAL EDUCATION SECTOR WITH REGARD TO MANPOWER TRAINING;

B. REGULARLY ASCERTAIN MANPOWER AND TRAINING REQUIREMENTS IN CONSULTATION WITH, AMONG OTHERS, THE DEPARTMENT OF MANPOWER, THE NATIONAL MANPOWER COMMISSION, THE PROPOSED ASSOCIATION OF ACCREDITED TRAINING BOARDS, AN ADVISORY COMMITTEE FOR REGIONAL TRAINING CENTRES AND A

NATIONAL CO-ORDINATING BODY FOR TRAINING FOR THE INFORMAL SECTOR;

C. THE CLOSER INTEGRATION OF FORMAL EDUCATION AND TRAINING INITIATIVES AND ACTIONS WITH A VIEW TO THE EVENTUAL FORMATION OF A NATIONALLY INTEGRATED VOCATIONAL EDUCATIONAL AND TRAINING SYSTEM;

D. THE DEVELOPMENT OF SUITABLE COURSES TO PROVIDE FOR THE IDENTIFIED TRAINING NEEDS IN CONSULTATION WITH, AMONG OTHERS, ACCREDITED TRAINING BOARDS, EMPLOYERS' AND EMPLOYEES' ORGANISATIONS AND FORMAL EDUCATION;

E. A SURVEY OF ALL VOCATIONAL EDUCATION AND TRAINING FACILITIES IN THE PRIVATE AND PUBLIC SECTORS AS WELL AS IN FORMAL EDUCATION WITH A VIEW TO THEIR OPTIMUM UTILISATION;

F. THE INCLUSION OF ALL TRAINING INITIATIVES AND ACTIONS OF THE DEPARTMENT OF MANPOWER IN ONE NATIONAL STRATEGY SO THAT MANPOWER TRAINING FUNDS CAN BE UTILISED BY THE STATE ON A SELECTIVE BASIS, IN ORDER TO ACHIEVE TRAINING, ECONOMIC AND SOCIAL PRIORITIES. THESE INITIATIVES AND ACTIONS MAY INCLUDE, REBATE TRAINING, TAX CONCESSIONS, CASH GRANTS, SUBSIDIES, TRAINING OF UNEMPLOYED AND WORK-SEEKERS, SPECIAL BUILDING PROJECTS ENTREPRENEURIAL TRAINING, TRAINING FOR THE INFORMAL SECTOR AND SMALL BUSINESSES;

G. PROMOTION OF MANPOWER TRAINING BY MEANS OF FINANCIAL SUPPORT, ENCOURAGEMENT AND ADVICE ON A CONTINUOUS BASIS;

H. GUIDANCE, TRAINING AND PLACEMENT;

I. DECENTRALISATION AND DEVOLUTION OF RESPONSIBILITY FOR TRAINING TO ACCREDITED TRAINING BOARDS, SUPPORTED BY A

SYSTEM OF CASH GRANTS;

J. ACCREDITATION OF TRAINING INSTITUTIONS AND/OR COURSES BY ACCREDITED TRAINING BOARDS;

K. ACCREDITATION OF SECTORS WHERE NO ACCREDITED TRAINING BOARD EXISTS;

L. THE DEVELOPMENT OF A PROFESSIONAL TRAINING CORPS;

M. THE DESIGN OF A TRAINING QUALIFICATION STRUCTURE ACCORDING TO LEVELS OF COMPLEXITY, RECOGNISED BY THE PRIVATE, PUBLIC AND THE FORMAL EDUCATION SECTORS FOR THE PURPOSES OF EXEMPTION, ACCREDITATION AND EQUIVALENCE;

N. THE FORMATION OF A TRAINING CERTIFICATION BODY BY THE DEPARTMENT OF MANPOWER UNDER THE AUSPICES OF THE NATIONAL TRAINING BOARD, EQUIVALENT TO THE FORMAL EDUCATION SECTORS' SOUTH AFRICAN CERTIFICATION COUNCIL, IN ORDER TO ENSURE ACCEPTABLE STANDARDS IN THE TRAINING SECTOR;

O. THE PROVISION OF EQUAL TRAINING OPPORTUNITIES;

P. QUALITY OF TRAINING RATHER THAN MASS TRAINING;

Q. PUBLICISING AVAILABLE TRAINING FACILITIES, COURSES, QUALIFICATIONS AND FINANCIAL AID, AND

R. THE GUIDANCE, TRAINING AND PLACEMENT OF DISABLED PERSONS.

10.2 THE MANPOWER TRAINING ACT

IT IS PROPOSED THAT CONSIDERATION BE GIVEN TO A NATIONAL CO-ORDINATING BODY FOR TRAINING FOR SMALL BUSINESS DEVELOPMENT WHICH WILL HELP IN THE PLANNING AND IMPLEMENTATION OF THE NATIONAL STRATEGY. SUCH A BODY SHOULD HAVE REPRESENTATIVES OF: ASSOCIA-

TIONS LOOKING AFTER THE INTERESTS OF SMALL BUSINESSES, SMALL BUSINESS DEVELOPMENT AGENCIES, THE PRIVATE SECTOR AND INTERESTED PUBLIC SECTOR DEPARTMENTS. THIS BODY COULD FOLLOW THE MODEL OF ACCREDITED INDUSTRY TRAINING BOARDS. (Skills training for Small Business Development - PROPOSAL 6.3)

IT IS PROPOSED THAT THERE SHOULD BE A DEVOLUTION OF CONTROL OF ALL MANPOWER TRAINING TO ACCREDITED TRAINING BOARDS. (The Structures for Skills Training - PROPOSAL 9.1)

THE MANPOWER TRAINING ACT, 1981, SHOULD BE AMENDED BY SPECIFYING IN A SEPARATE SECTION FROM THAT CONCERNED WITH ARTISAN TRAINING, THAT ACCREDITED TRAINING BOARDS MAY ASSUME THE RESPONSIBILITY FOR ALL SKILLS TRAINING WITHIN THEIR PARTICULAR INDUSTRY. (The Structures for Skills Training - PROPOSAL 9.2)

THE TERMINOLOGY "INDUSTRY TRAINING BOARD" SHOULD BE AMENDED IN THE MANPOWER TRAINING ACT, 1981 TO READ "TRAINING BOARD". THIS IS NECESSARY IN ORDER TO ENCOMPASS ALL SECTORS OF THE ECONOMY AS SOME SECTORS DO NOT CONSIDER THEMSELVES AS INDUSTRIES. THE ACCENT WILL THEN FALL ON ACCREDITED TRAINING BOARDS. (The Structures for Skills Training - PROPOSAL 9.3)

THE MANPOWER TRAINING ACT, 1981, SHOULD WIDEN THE DEFINITION OF "TRAINING BOARD" TO INCLUDE THE CONCEPT OF A BODY WHICH CO-ORDINATES AND STIMULATES TRAINING WITHIN AN INDUSTRY. THIS WOULD ERADICATE THE CONCEPTION THAT THE FORMATION OF A "TRAINING BOARD" MEANS THE CREATION OF A NEW BEAUROCRACY OR AN EXPENSIVE INFRASTRUCTURE THAT ACTUALLY ITSELF HAS TO PROVIDE TRAINING. (The Structures for Skills Training - PROPOSAL 9.4)

IT SHOULD BE STATED CLEARLY IN THE MANPOWER TRAINING ACT, 1981, THAT ONCE A TRAINING BOARD RECEIVES ACCREDITATION, IT WILL HAVE AUTHORITY TO MEET THE TRAINING NEEDS OF ITS INDUSTRY IN THE BEST WAY IT SEES FIT, WITHOUT STATE INTERVENTION IN THE DAY-TO-DAY PROVISION OF TRAINING. (The Structures for Skills Training - PROPOSAL 9.5)

THE MANPOWER TRAINING ACT, 1981, SHOULD BE AMENDED TO MAKE PROVISION FOR A STATUTORY BODY, DESIGNATED AS THE ASSOCIATION OF ACCREDITED TRAINING BOARDS (AATB). THE MAIN FUNCTIONS OF THIS BODY WOULD BE TO ACT AS A LIAISON BETWEEN THE STATE AND INDUSTRY. IT MUST BE STRESSED THAT THIS WOULD BE A PURELY VOLUNTARY ADVISORY BODY THAT WOULD CREATE A SHORTER COMMUNICATION LINE BETWEEN INDUSTRY AND THE MINISTER AND DIRECTOR-GENERAL OF MANPOWER. THIS BODY WOULD HAVE NO SCOPE TO EXERCISE AUTHORITY OVER ANY INDIVIDUAL TRAINING BOARD AND ITS MAIN FUNCTIONS WOULD BE AS FOLLOWS:

A. ACT AS A FORUM FOR DISCUSSION BETWEEN ACCREDITED BOARDS WHICH COULD SHARE EXPERTISE AND WORK ON MUTUAL PROBLEMS SUCH AS THE RATIONALISATION AND DESIGNATION OF TRADES AND TRAINING COURSES.

B. ACT AS A DIRECT COMMUNICATION LINK WITH THE MINISTER ON PROBLEMS THAT ARE COMMON TO THE ACCREDITED TRAINING BOARDS.

C. SUGGEST AREAS OF RESEARCH AND POSSIBLE PRIORITIES TO BE CONSIDERED BY THE NATIONAL TRAINING BOARD AND CONDUCT RESEARCH AND INVESTIGATIONS ON ITS OWN BEHALF THROUGH ITS MEMBERS.

D. CO-ORDINATE AREAS SUCH AS TRAINING FOR TOP MANAGEMENT, WHERE THESE AREAS ARE SEEN AS OF NATIONAL STRATEGIC IMPORTANCE.

E. NEGOTIATE CORE SYLLABI FOR TRADES PREFERABLY USING A CO-ORDINATED NATIONAL JOB ANALYSIS AND TASK-LISTING APPROACH.

THE ASSOCIATION OF ACCREDITED TRAINING BOARDS WOULD CONSIST OF REPRESENTATIVES OF EACH ACCREDITED TRAINING BOARD WHICH ARE DIRECTLY INVOLVED IN TRAINING. THE ASSOCIATION OF ACCREDITED TRAINING BOARDS SHOULD MAKE A CONSCIOUS EFFORT TO LIAISE WITH ORGANISED LABOUR, FORMAL EDUCATION AND ALL OTHER PARTIES CONCERNED WITH THE DEVELOPMENT OF THE NATION'S HUMAN RESOURCES. IT SHOULD ALSO INCLUDE REPRESENTATION OF THE PROPOSED ACCREDITED TRAINING BOARD ESTABLISHED UNDER THE LOCAL GOVERNMENT TRAINING ACT, 1985 (ACT NO. 41 OF 1985). (*The Structures for Skills Training* - PROPOSAL 9.13)

R.5 IT IS RECOMMENDED THAT THE MANPOWER TRAINING ACT, 1981, SHOULD MAKE PROVISION FOR A NATIONAL CO-ORDINATING BODY FOR TRAINING FOR THE INFORMAL AND SMALL BUSINESS SECTOR (NCBIS) WHICH WILL HELP IN THE PLANNING AND IMPLEMENTATION OF THE NATIONAL STRATEGY IN THIS REGARD. THE NCBIS WOULD CONSIST OF REPRESENTATIVES OF: THE NTB, SDBC, ASSOCIATIONS LOOKING AFTER THE INTEREST OF SMALL BUSINESSES, SMALL BUSINESS DEVELOPMENT AGENCIES, THE PRIVATE SECTOR AND INTERESTED PUBLIC SECTOR DEPARTMENTS.

THE FUNCTIONS OF THE NCBIS WOULD BE TO:

1. DECIDE, IN CONJUNCTION WITH THE NTB, ON THE STRATEGY FOR THE PROMOTION AND DEVELOPMENT OF TRAINING FOR THE INFORMAL SECTOR;

2. DECIDE ON FUNDING OF TRAINING FOR THE INFORMAL SECTOR IN TERMS OF DECISIONS OF THE COMMITTEE FOR THE TRAINING OF THE UNEMPLOYED;

3. FUNCTION AS THE ACCREDITATION BOARD FOR INFORMAL SECTOR TRAINING AND REPRESENT THE NCBIS ON THE ASSOCIATION OF ACCREDITED TRAINING BOARDS, AND

4. CONSIDER THE DEVELOPMENT OF MODULAR TRAINING PROGRAMMES AS WELL AS GIVING GUIDANCE TO TRAINERS AND FACILITATORS OPERATING IN THE INFORMAL SECTOR.

AS THE ACTIVITIES OF THE NCBIS SHOULD LEAD TO MORE EFFECTIVE TRAINING FOR THE INFORMAL SECTOR, THIS BODY SHOULD RECEIVE FUNDS FROM THE STATE AND DONATIONS FROM THE PRIVATE SECTOR.

R.6 IT IS RECOMMENDED THAT PROVISION BE MADE IN THE MANPOWER TRAINING ACT, 1981, FOR ACCREDITED TRAINING BOARDS WHICH WILL TAKE ALL RESPONSIBILITY FOR CO-ORDINATING AND STIMULATING MANPOWER TRAINING WITHIN THEIR INDUSTRY IN TERMS OF THE

NATIONAL POLICY, STRATEGY AND PRIORITIES. THE COURSE APPROVAL FUNCTION OF THE REGISTRAR AND THE TRAINING ADVISERS WOULD THEN BE ALTERED TO A CONSULTING ROLE AND RESPONSIBILITY FOR THOSE SECTORS FOR WHICH THERE IS NO ACCREDITED TRAINING BOARD.

R.7 THE MANPOWER TRAINING ACT, 1981, SHOULD BE AMENDED TO MAKE PROVISION FOR A BODY, DESIGNATED AS THE ASSOCIATION OF ACCREDITED TRAINING BOARDS (AATB). THE MAIN FUNCTIONS OF THIS BODY WOULD BE TO ACT AS A FORUM FOR DISCUSSION BETWEEN ACCREDITED BOARDS AND LIAISON BETWEEN THE STATE AND INDUSTRY. IT MUST BE STRESSED THAT THIS WOULD BE A PURELY VOLUNTARY ADVISORY BODY THAT WOULD CREATE A SHORTER COMMUNICATION LINE BETWEEN INDUSTRY AND THE MINISTER OF MANPOWER. THIS BODY WOULD HAVE NO SCOPE TO EXERCISE AUTHORITY OVER ANY INDIVIDUAL TRAINING BOARD AND ITS MAIN FUNCTIONS WOULD BE AS FOLLOWS:

A. ACT AS A FORUM FOR DISCUSSION BETWEEN ACCREDITED BOARDS WHO COULD SHARE EXPERTISE AND WORK ON MUTUAL PROBLEMS SUCH AS THE RATIONALISATION AND DESIGNATION OF TRADES AND TRAINING COURSES;

B. ACT AS A DIRECT COMMUNICATION LINK WITH THE MINISTER ON PROBLEMS THAT ARE COMMON TO THE ACCREDITED TRAINING BOARDS;

C. SUGGEST AREAS OF RESEARCH AND POSSIBLE PRIORITIES TO BE CONSIDERED BY THE NATIONAL TRAINING BOARD AND CONDUCT RESEARCH AND INVESTIGATIONS ON ITS OWN BEHALF THROUGH ITS MEMBERS;

D. CO-ORDINATE AREAS SUCH AS TRAINING FOR TOP MANAGEMENT, WHERE THESE AREAS ARE SEEN AS OF NATIONAL STRATEGIC IMPORTANCE, AND

E. NEGOTIATE CORE SYLLABI FOR TRADES, PREFERABLY USING A

CO-ORDINATED NATIONAL JOB ANALYSIS AND TASK LISTING APPROACH.

THE ASSOCIATION OF ACCREDITED TRAINING BOARDS WOULD CONSIST OF REPRESENTATIVES OF EACH ACCREDITED TRAINING BOARD OR GROUPING OF TRAINING BOARDS WHO HAVE THE NECESSARY EXPERTISE IN MATTERS AFFECTING TRAINING AS WELL AS A REPRESENTATIVE OF THE NTB. THE ASSOCIATION OF ACCREDITED TRAINING BOARDS SHOULD MAKE A CONSCIOUS EFFORT TO LIAISE WITH ORGANISED LABOUR, FORMAL EDUCATION AND ALL OTHER PARTIES CONCERNED WITH THE DEVELOPMENT OF THE NATION'S HUMAN RESOURCES. IT SHOULD ALSO INCLUDE REPRESENTATION OF THE PROPOSED ACCREDITED TRAINING BOARD ESTABLISHED UNDER THE LOCAL GOVERNMENT TRAINING ACT, 1985 (ACT NO. 41 OF 1985), THE AGRICULTURAL TRAINING BOARD AND THE CO-ORDINATING BODY FOR TRAINING FOR THE INFORMAL SECTOR. THE AMENDMENT OF THE ACT SHOULD PROVIDE FOR THE ASSOCIATION TO FORMULATE ITS OWN CONSTITUTION.

10.3 OTHER STATE DEPARTMENTS

ALL REFERENCES IN FINDINGS AND PROPOSALS TO FORMAL EDUCATIONAL INSTITUTIONS AND COURSES ARE PROPOSALS SOLELY TO THE NATIONAL TRAINING BOARD FOR THEIR CONSIDERATION AND DISCUSSION WITH THE RELEVANT EDUCATION DEPARTMENT WHERE THIS IS CONSIDERED NECESSARY. (The Background to the Investigation into Skills Training - PROPOSAL 1.1)

AS AGRICULTURE IS ONE OF MANY SECTORS OF THE ECONOMY, ITS MANPOWER SKILLS TRAINING, LIKE THAT OF ALL OF THE OTHER INDUSTRY SECTORS, SHOULD FALL WITHIN THE SCOPE OF THE DEPARTMENT OF MANPOWER WITH ITS SYSTEM OF ACCREDITED TRAINING BOARDS AND CASH GRANT SYSTEMS. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.1)

THERE SHOULD BE BETTER CO-ORDINATION BETWEEN EDUCATION AND TRAINING (AND MORE RECIPROCAL INVOLVEMENT BETWEEN INDUSTRY AND FORMAL EDUCATIONAL INSTITUTIONS) SO THAT EDUCATION MAY PROVIDE FOR THE NEEDS OF INDUSTRY, WHILE INDUSTRY MUST ACCEPT THE RESPONSIBILITY FOR DEVELOPMENT OF STAFF BY MEANS OF SKILLS TRAINING WHICH

WILL COMPLEMENT THEIR EDUCATION. (The Present Position of Skills Training in the Various Industry Sector - PROPOSAL 4.8)

THE TAX CONCESSION SYSTEM OF ASSISTING TRAINING SHOULD BE DISCONTINUED AND REPLACED BY A CASH GRANT SYSTEM. IN ORDER TO FINANCE THE CASH GRANT SYSTEM THE DEPARTMENT OF FINANCE SHOULD DETERMINE WHAT THE PRESENT TAX CONCESSIONS ARE COSTING THE STATE AND THIS SHOULD BE APPROPRIATED FOR CASH GRANTS WHEN THE TAX CONCESSIONS ARE PHASED OUT. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.8)

THE TECHNICAL COLLEGE SHOULD PLAY A MUCH GREATER ROLE IN TRAINING TO MEET THE NEEDS OF INDUSTRY IN THE RSA, POSSIBLY ALSO IN THE RE-TRAINING OF ADULT LEARNERS. OWING TO THE VAST NEED FOR SKILLED WORKERS, CHANGING NEEDS OF INDUSTRY AS WELL AS THE EQUITABLE USE OF RESOURCES, ATTEMPTS SHOULD BE MADE TO BRIDGE THE BARRIERS BETWEEN TRAINING AND THE FORMAL EDUCATION SYSTEM. THE TECHNICAL COLLEGES SHOULD BE AVAILABLE TO ALL EMPLOYEES WHOM INDUSTRY WANTS TRAINED WITHIN THE REGION OF SUCH TECHNICAL COLLEGES. (The Structures for Skills Training - PROPOSAL 9.16)

THE FORMAL EDUCATION SYSTEM SHOULD BE ENCOURAGED TO SEEK ACCREDITATION BY ACCREDITED TRAINING BOARDS, OF SUCH SECTIONS OF THE COURSES AS ARE APPROPRIATE TO THE INDUSTRY CONCERNED. THIS APPLIES PARTICULARLY TO THE TECHNICAL COLLEGES AND TECHNICAL OR CAREER HIGH SCHOOLS. (The Structures for Skills Training - PROPOSAL 9.19)

ALL MANPOWER AND TRAINING BOARD MATTERS SHOULD FALL UNDER A SINGLE STATE DEPARTMENT. IT IS RECOMMENDED THAT THE TRAINING BOARD FOR LOCAL GOVERNMENT SHOULD BE ADMINISTERED, WITH ALL OTHER TRAINING SCHEMES, BY THE DEPARTMENT OF MANPOWER. (The Structures for Skills Training - PROPOSAL 9.20)

FURTHER RESEARCH SHOULD BE UNDERTAKEN ON THE CO-ORDINATION OF EFFORTS BETWEEN FORMAL EDUCATION AND TRAINING. THE SUCCESSFUL AUSTRALIAN EXAMPLE OF A SINGLE DEPARTMENT, LINKING EDUCATION AND TRAINING, INCLUDING ALL THEIR RESOURCES, COULD BE CONSIDERED IN SUCH

RESEARCH. (The Structures for Skills Training - PROPOSAL 9.21)

R.8 ALL RECOMMENDATIONS IN THIS REPORT WHICH REFER TO OTHER STATE DEPARTMENTS SHOULD BE SEEN AS RECOMMENDATIONS TO THE NATIONAL TRAINING BOARD FOR CONSIDERATION AND DISCUSSION BETWEEN THE BOARD AND THE STATE DEPARTMENTS CONCERNED.

R.9 IT IS RECOMMENDED THAT CONSIDERATION BE GIVEN TO THE PLACING OF ALL SKILLS TRAINING, INCLUDING THAT WHICH PRESENTLY FALLS UNDER OTHER STATE DEPARTMENTS, UNDER THE DEPARTMENT OF MANPOWER WITHIN THE FRAMEWORK OF ACCREDITED TRAINING BOARDS AND A CASH GRANT SYSTEM FOR ACCREDITED TRAINING.

R.10 IT IS RECOMMENDED THAT THE DEPARTMENT OF MANPOWER IN CO-OPERATION WITH THE DEPARTMENT OF FINANCE SHOULD ESTABLISH THE ACTUAL ANNUAL COST TO THE STATE OF TAX CONCESSIONS FOR TRAINING.

10.4 FINANCIAL MATTERS

ON ACCOUNT OF THE STRATEGIC IMPORTANCE OF AGRICULTURE, THE SOCIO-ECONOMIC IMPLICATIONS AND UNEMPLOYMENT PROBLEMS IN THE BLACK COMMUNITY, AGRICULTURAL SKILLS TRAINING AND PARTICULARLY THE SOCIAL UPLIFTMENT REQUIRES SPECIAL FINANCIAL AND TRAINING CONSIDERATION. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.2)

THE SUCCESS OF SKILLS TRAINING IN AGRICULTURE IS PRIMARILY DEPENDENT ON THE CREATION OF AN INFRASTRUCTURE WHICH WILL DEVELOP AND CO-ORDINATE SUCH TRAINING. BECAUSE OF THE STRATEGIC IMPORTANCE OF AGRICULTURE AND THE NEED FOR SOCIO-ECONOMIC UPLIFTMENT OF FARM WORKERS AND THEIR FAMILIES IT IS PROPOSED THAT AN ANNUAL GRANT BE PAID BY THE TREASURY TO THE SAAU IN ORDER TO CREATE AND MAINTAIN SUCH INFRASTRUCTURE. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.3)

STATE FINANCING OF TRAINING FOR SMALL BUSINESS DEVELOPMENT MAY BE BY MEANS OF SUBSIDIES AND THE CASH GRANT SYSTEM. THE CO-ORDINATING

BODY SHOULD RECEIVE A CASH GRANT IN THE SAME WAY AS OTHER ACCREDITED TRAINING BOARDS. TRAINING ORGANISATIONS SHOULD CONTINUE TO RECEIVE SUBSIDIES, GRANTS OR THE PAYMENT OF COURSE FEES AS AT PRESENT. THE PRIVATE SECTOR SHOULD ALSO CONTRIBUTE TO THESE ACTIVITIES BY SUBSIDIES AND GRANTS TO THE CO-ORDINATING BODY AND TRAINING ORGANISATIONS AND SUBSIDIES AND LOANS TO TRAINEES. IT IS ALSO PROPOSED THAT THE TRAINEES FROM THIS SECTOR MAKE A FINANCIAL CONTRIBUTION TOWARDS THEIR OWN TRAINING. (Skills Training for Small Business Development - PROPOSAL 6.4)

TAX CONCESSIONS FOR TRAINING MUST BE PHASED OUT AND REPLACED WITH A SYSTEM OF CASH GRANTS FOR TRAINING. SUCH TAX GRANTS MAY HAVE VARIOUS COMPONENTS TO ASSIST IN THE ESTABLISHMENT OF INFRASTRUCTURES OF INDUSTRY TRAINING BOARDS, PROVIDE TRAINING FOR NATIONAL PRIORITIES AND ASSIST IN THE ACQUISITION OF EXPENSIVE TRAINING EQUIPMENT/FACILITIES. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.1)

CASH GRANTS SHOULD ONLY BE PAID TO ACCREDITED INDUSTRY TRAINING BOARDS. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.2)

THE STATE SHOULD DEVELOP A CLEAR TRAINING POLICY LEADING TO A TRAINING STRATEGY WHICH IS SUBJECT TO PERIODIC REVIEW. THIS WOULD INDICATE THE ROLE OF THE STATE AND THE PRIVATE SECTOR IN TRAINING AND ENABLE THE STATE TO MAKE A SELECTIVE FINANCIAL CONTRIBUTION TO TRAINING IN TERMS OF ITS STRATEGY. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.7)

THE TAX CONCESSION SYSTEM OF ASSISTING TRAINING SHOULD BE DISCONTINUED AND REPLACED BY A CASH GRANT SYSTEM. IN ORDER TO FINANCE THE CASH GRANT SYSTEM THE DEPARTMENT OF FINANCE SHOULD DETERMINE WHAT THE PRESENT TAX CONCESSIONS ARE COSTING THE STATE AND THIS SHOULD BE APPROPRIATED FOR CASH GRANTS WHEN THE TAX CONCESSIONS ARE PHASED OUT. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.8)

WHERE BONA FIDE TRAINING ORGANISATIONS ARE REGISTERED WITH THE

DEPARTMENT OF MANPOWER, OR ACCREDITED BY AN ACCREDITED TRAINING BOARD, THEY SHOULD QUALIFY FOR EXEMPTION FROM IMPORT DUTY AND THE 60 % SURCHARGE ON MAJOR ITEMS OF EQUIPMENT FOR TRAINING PURPOSES IN THE SAME MANNER AS APPLIED TO RECOGNISED EDUCATIONAL INSTITUTIONS. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.9)

SECTION 18A OF THE INCOME TAX ACT, 1962 (ACT NO. 58 OF 1962) SHOULD BE APPLIED TO DONATIONS MADE TO ACCREDITED TRAINING BOARDS IN THE SAME MANNER AS APPLIED TO DONATIONS FOR EDUCATIONAL PURPOSES. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.10)

THE CASH GRANT SYSTEM SHOULD BE USED TO ENABLE THE OBJECTS OF THE NATIONAL TRAINING STRATEGY TO BE ACHIEVED. CASH GRANTS COULD CONTRIBUTE TOWARDS THE ESTABLISHMENT OF ACCREDITED TRAINING BOARD INFRASTRUCTURES, TRAINING OF SPECIFIC CLASSES OF LABOUR IN SHORT SUPPLY AND THE ACQUISITION OF EXPENSIVE TRAINING EQUIPMENT AND FACILITIES. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.11)

IT IS PROPOSED THAT THE PRESENT TAX CONCESSIONS UNDER SECTION 11 SEPT OF THE INCOME TAX ACT, 1962 (ACT No. 58 OF 1962) BE PHASED OUT AND REPLACED BY A SYSTEM OF CASH GRANTS TO ACCREDITED TRAINING BOARDS. (The Structures for Skills Training - PROPOSAL 9.9)

THE CASH GRANT FROM THE STATE MUST BE ONGOING AND BE BASED ON A FORMULA THAT ENSURES THE TRAINING OF SKILLS OF PRIMARY IMPORTANCE TO THE NATION. THIS GRANT SHOULD FURTHERMORE BE BASED ON ACTUAL TRAINING PRODUCED RATHER THAN SIZE OF INDUSTRY, SIZE OF PROPOSED BUDGET OR ANY OTHER FACTOR. (The Structures for Skills Training - PROPOSAL 9.10)

IT IS PROPOSED THAT CAPITAL COSTS INCURRED IN SETTING UP TRAINING BOARDS, INCLUDING THOSE OF MAJOR ITEMS OF EQUIPMENT FOR TRAINING PURPOSES, SHOULD RECEIVE FINANCIAL ASSISTANCE FROM THE STATE. (The Structures for Skills Training - PROPOSAL 9.17)

R.11 IT IS RECOMMENDED THAT THE TRAINING TAX CONCESSION SYSTEM

SHOULD BE PHASED OUT BY A DATE TO BE DETERMINED BY THE STATE, AND BE REPLACED BY A SYSTEM OF PERMANENT CASH GRANTS TO ACCREDITED TRAINING BOARDS. THESE CASH GRANTS MAY BE FUNDED OUT OF THE SAVINGS TO THE STATE ON THE ABOLITION OF TAX CONCESSIONS.

R.12 IT IS RECOMMENDED THAT THE STATE, IN ADDITION TO FINANCIAL SUPPORT FOR TRAINING IN GENERAL, SHOULD ALSO GIVE PARTICULAR CONSIDERATION TO FINANCIAL SUPPORT TO SKILLS TRAINING IN

1. THE AGRICULTURAL SECTOR, AND
2. THE INFORMAL AND SMALL BUSINESS SECTOR

IN ORDER TO ADDRESS NATIONAL PRIORITIES AS SET OUT IN A NATIONAL STRATEGY.

R.13 IT IS RECOMMENDED THAT EXEMPTION FROM IMPORT DUTY AND THE 60 % SURCHARGE BE GRANTED ON MAJOR ITEMS OF EQUIPMENT USED ON ACCREDITED TRAINING PROGRAMMES.

R.14 IT IS RECOMMENDED THAT SECTION 18A OF THE INCOME TAX ACT, 1962, BE APPLIED TO DONATIONS MADE TO ACCREDITED TRAINING BOARDS AND ACCREDITED TRAINING PROGRAMMES.

10.5 INDUSTRY SECTORS

AN AGRICULTURAL TRAINING BOARD SHOULD BE ESTABLISHED IN ORDER TO PROPAGATE, CO-ORDINATE AND ACCREDIT SKILLS TRAINING COURSES IN AGRICULTURE AND ORGANISED AGRICULTURE ACTING THROUGH THE EDUCATION COMMITTEE AND THE SAAU AS WELL AS THE FORESTRY COUNCIL AND THE SUGAR ASSOCIATION SHOULD PLAY AN IMPORTANT ROLE IN THIS REGARD. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.4)

DEVELOPING AND CO-ORDINATING SKILLS TRAINING IN AGRICULTURE SHOULD BE DONE ON A REGIONAL AND SECTORIAL BASIS WHICH WILL CALL FOR REGIONAL AND SECTORIAL COMMITTEES LINKED TO THE NATIONAL BODY/OR

GANISATION. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.5)

THE SAAU SHOULD EMBARK ON AN INTENSIVE CAMPAIGN TO AROUSE AN AWARENESS OF FARMERS, AS EMPLOYERS, TO THE IMPORTANCE OF SKILLS TRAINING PARTICULARLY FOR THEIR WORKERS BUT ALSO FOR THE FARMER HIMSELF BY ACTIVELY INVOLVING HIM IN THE TRAINING PROCESS. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.6)

AS TRAINING IN ALL ITS FACETS IS GENERALLY NOT SATISFACTORY IN A LARGE GROUP OF INDUSTRIES, IT IS PROPOSED THAT A MECHANISM BE CREATED BY MEANS OF WHICH LARGE WELL ORGANISED COMPANIES CAN TAKE THE LEAD IN TRAINING BY SUPPORTING SMALLER COMPANIES AND MOTIVATING THEM TO ACCEPT ONGOING TRAINING PROGRAMMES. FOR SOME INDUSTRIES THE TRAINING BOARD IS A GOOD EXAMPLE OF SUCH A MECHANISM. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.1)

IT IS PROPOSED THAT THE RESULTS OF THE MATRIX SURVEY BE USED AS GUIDELINES FOR INDUSTRIES TO ASSESS THEIR OWN POSITION IN SKILLS TRAINING. THESE INVESTIGATIONS AT MICROLEVEL SHOULD BE CONDUCTED BY INDUSTRIES ON A CONTINUAL BASIS, BEARING IN MIND THAT SCORES OF LESS THAN FIVE ON THE MATRIX ARE UNSATISFACTORY. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.2)

EACH INDUSTRY MUST CONDUCT CONTINUAL INVESTIGATION INTO SKILLS TRAINING NEEDS SO THAT TRAINING PROGRAMMES MAY BE DEVELOPED AND BE ADJUSTED REGULARLY. MODELS AND GENERAL GUIDELINES FOR THE STRUCTURING OF TRAINING PROGRAMMES SHOULD BE DEVELOPED FROM SUCH INVESTIGATIONS. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.7)

COMPANIES SHOULD CONCENTRATE ON THE IDENTIFICATION OF MANAGEMENT POTENTIAL SO THAT IT CAN BE DEVELOPED BY PREPARED TRAINING PROGRAMMES. MORE ATTENTION WILL THEREFORE HAVE TO BE GIVEN TO THINKING, COMMUNICATION, HUMAN AND MANAGEMENT EDUCATION OF EMPLOYEES AT LOWER LEVELS. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.9)

ATTENTION MUST BE GIVEN TO THE IMPROVEMENT OF THE UTILISATION RATE OF TRAINING FACILITIES IN THE RSA. THIS APPLIES TO INDUSTRY, GROUP AND PRIVATE TRAINING CENTRES. THE EXTENSION OF THE REBATE SYSTEM TO INCLUDE INDUSTRY TRAINING CENTRES SHOULD BE CONSIDERED IN THIS REGARD. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.6)

INDUSTRIES SHOULD BE ENCOURAGED TO BASE THEIR FUNDING ON A LEVY SYSTEM WHICH DISTRIBUTES THE COST OF TRAINING MORE FAIRLY AMONG ALL EMPLOYERS IN THE INDUSTRY. THE BASIS OF THE LEVY SHOULD BE DECIDED BY EACH INDUSTRY IN ORDER TO MEET THEIR OWN NEEDS AND TRAINING STRUCTURES. (The Structures for Skills Training - PROPOSAL 9.12)

SMALL OR VERY NEW (START-UP) BUSINESSES SHOULD BE GIVEN A "BREATHING PERIOD" FROM TRAINING LEVIES TO ENSURE THE VIABILITY OF THE SMALL BUSINESS ECONOMIC SECTOR. (The Structures for Skills Training - PROPOSAL 9.18)

R.15 IT IS STRONGLY RECOMMENDED THAT AGRICULTURE, UNDER THE GUIDANCE OF THE SOUTH AFRICAN AGRICULTURAL UNION (SAAU) AND THE FORESTRY COUNCIL, SHOULD ESTABLISH AN ACCREDITED TRAINING BOARD OR BOARDS FOR SKILLS TRAINING OF LABOURERS, FARMERS, STAFF OF CO-OPERATIVES, DIRECTORS OF CO-OPERATIVES AND STAFF OF MARKETING BOARDS BY MEANS OF WHICH INTER ALIA SPECIFIC REGIONAL AND SECTOR TRAINING NEEDS CAN BE IDENTIFIED.

IT IS FURTHER RECOMMENDED THAT IN PLANNING THE RECOMMENDED TRAINING BOARD OR BOARDS PARTICULAR ATTENTION BE GIVEN TO:

A. THE RESPONSIBILITY OF THE STATE, EMPLOYERS, UNDERTAKINGS, BOARDS, EMPLOYEES, TRAINING BODIES AND THE FORMAL EDUCATION SECTOR WITH REGARD TO AGRICULTURAL TRAINING;

B. DETERMINATION OF MANPOWER AND TRAINING REQUIREMENTS AND THE TRAINING AND UPLIFTMENT OF THE FARM AND FORESTRY WORKER;

C. THE CLOSEST INTEGRATION OF FORMAL AGRICULTURAL EDUCATION AND SKILLS TRAINING FOR AGRICULTURE;

D. DETERMINATION AND DEVELOPMENT OF COURSES AND THE DESIGN OF A TRAINING QUALIFICATION STRUCTURE ACCORDING TO LEVELS OF COMPLEXITY LINKED TO SIMILAR STRUCTURES IN OTHER INDUSTRY SECTORS;

E. THE TRAINING NEEDS TO ENABLE SUBSISTENCE FARMERS TO BE UPGRADED TO NET PRODUCERS;

F. ACCREDITATION OF TRAINING BODIES AND/OR COURSES FOR AGRICULTURE;

G. GUIDANCE, TRAINING AND PLACEMENT IN AGRICULTURE;

H. VOCATIONAL PLANNING WITHIN AGRICULTURE, FOR EXAMPLE, STANDARDISED COURSES, POST NOMENCLATURES AND JOB DESCRIPTIONS UNIVERSALLY ACCEPTABLE TO THE VARIOUS AGRICULTURAL SECTORS;

I. TRAINERS FOR THE VARIOUS COURSES AND LEVELS OF AGRICULTURAL TRAINING;

J. FINANCING AN AGRICULTURAL TRAINING BOARD;

K. ESTABLISHMENT OF TRAINING OPPORTUNITIES BY MEANS OF DISTANCE INSTRUCTION IN CO-OPERATION WITH TECHNIKON RSA, THE TECHNICAL COLLEGE OF SOUTH AFRICA AND OTHER CORRESPONDENCE COLLEGES;

L. ACTIVE STEPS TO PROMOTE EFFECTIVENESS, CO-OPERATION, CONTINUITY AND CO-ORDINATION OF ALL AGRICULTURAL TRAINING ACTIONS;

M. RECOGNISING THE URGENT NECESSITY FOR AGRICULTURAL

TRAINING AND THE CREATION OF A FAVOURABLE CLIMATE THEREFORE, AND

N. PUBLICISING AVAILABLE TRAINING FACILITIES, COURSES, TRAINING QUALIFICATIONS AND FINANCIAL AID, IF AVAILABLE.

R.16 IT IS RECOMMENDED, AS TRAINING GENERALLY WITHIN ALL INDUSTRIES IS NOT OF THE DESIRED STANDARD,

A. THAT LARGE COMPANIES WITH PROVEN SUCCESS IN THE FIELD OF TRAINING SHOULD TAKE THE LEAD IN THIS REGARD BY HELPING IN THE FORMATION OF TRAINING STRUCTURES SUCH AS TRAINING BOARDS, IN ORDER TO ASSIST SMALLER COMPANIES AND BUSINESSES;

B. THAT INDUSTRY SHOULD TAKE COGNISANCE OF THE MATRIX DESCRIBED IN CHAPTER 4 IN ORDER TO ASSESS THE DEGREE OF SKILLS TRAINING WITHIN A PARTICULAR INDUSTRY/UNDERTAKING;

C. THAT INDUSTRY SHOULD CONTINUOUSLY INVESTIGATE THE TRAINING NEEDS IN ORDER TO DEVELOP EFFECTIVE TRAINING PROGRAMMES;

D. THAT INDUSTRY SHOULD EMPHASISE THINKING, COMMUNICATION, HUMAN AND MANAGEMENT SKILLS IN ADDITION TO TECHNICAL SKILLS DURING THE TRAINING PROCESS;

E. THAT INDUSTRIES SHOULD CONSIDER TRAINING LEVIES WHEN ESTABLISHING TRAINING BOARDS, BUT THAT SMALLER OR NEW UNDERTAKINGS SHOULD BE EXEMPT FROM SUCH LEVIES FOR A PERIOD OF TIME, AND

F. THAT ALL PARTIES CONCERNED WITH TRAINING WILL ACTIVELY STRIVE FOR A HIGHER UTILISATION RATE OF EXISTING TRAINING FACILITIES BEFORE NEW FACILITIES ARE CREATED.

10.6 THE WORKSEEKER, UNEMPLOYED AND JOB CREATION

IN THE TRAINING STRATEGY FOR THE WORKSEEKER AND THE UNEMPLOYED, THERE SHOULD BE A SHIFT IN EMPHASIS TO TRAINING QUALITY RATHER THAN TRAINING FOR QUANTITY. (The Present Position of Skills Training of the Workseeker and the Unemployed. - PROPOSAL 5.2)

IT IS PROPOSED THAT THE TRAINING OF THE WORKSEEKER AND THE UNEMPLOYED BE RECOGNISED AS RESPONSES TO STRUCTURAL AND CYCLICAL UNEMPLOYMENT AND THAT THEY BE KEPT SEPARATE FROM ONE ANOTHER AND CONTINUE TO BE FUNDED SEPARATELY. (The Present Position of Skills Training of the Workseeker and the Unemployed - PROPOSAL 5.3)

IT IS PROPOSED THAT THE PROVISION OF FUNDS FOR RESIDENTIAL ACCOMMODATION OF WORKSEEKER TRAINEES BE RE-INTRODUCED ON A LIMITED SCALE FOR DESERVING CASES. (The Present Position of Skills Training of the Workseeker and the Unemployed - PROPOSAL 5.4)

ATTENTION SHOULD BE GIVEN TO THE RETRAINING, IN SHORT REFRESHER COURSES, OF TRAINEES WHO HAVE NOT OBTAINED EMPLOYMENT AND ARE LOSING SKILLS, FOR SELECTED TRAINEES IN ORDER TO HELP THEM ACQUIRE ENTREPRENEURIAL ABILITY. (The Present Position of Skills Training of the Workseeker and the Unemployed - PROPOSAL 5.7)

IT IS PROPOSED THAT THE CABINET GIVE CONSIDERATION TO A NATIONAL YEAR OF SMALL BUSINESS DEVELOPMENT DURING WHICH THE ASSISTANCE OF ALL THE FORMS OF MEDIA IS SOLICITED IN ORDER TO MAKE THE GREATER PUBLIC OF THE RSA ACTIVELY AWARE OF THE IMPORTANCE TO SOUTH AFRICA OF THE POTENTIAL OF SMALL BUSINESS DEVELOPMENT IN THE FORMAL AND INFORMAL SECTORS. (Skills Training for Small Business Development - PROPOSAL 6.1)

IT IS PROPOSED THAT AS FAR AS POSSIBLE A SYSTEM OF ON-THE-JOB-TRAINING BY COUNSELLORS AND MENTORS BE DEVELOPED. THE SECONDMENT OF STAFF FROM THE PRIVATE SECTOR TO ACCREDITED TRAINING ORGANISATIONS IS TO BE ENCOURAGED AND MUCH GREATER USE MAY BE MADE OF RETIRED BUSINESS EXECUTIVES. (Skills Training for Small Business Development - PROPOSAL 6.5)

THE CONTENT OF TRAINING COURSES AND THE TRAINING APPROACH SHOULD BE BROUGHT INTO LINE WITH THE FINDINGS IN THIS REPORT AND BE TAKEN INTO ACCOUNT WHEN ACCREDITING TRAINING. (Skills Training for Small Business Development PROPOSAL 6.6)

PRELIMINARY SKILLS TRAINING SUCH AS IS GIVEN AT PRESENT IN THE TRAINING OF THE UNEMPLOYED COULD BE USED TO SCREEN POTENTIAL TRAINEES. SUCCESS IN SUCH COURSES, THE WILL TO WORK HARD AND SUCCEED AND SIMPLE PERSONALITY ASSESSMENTS SHOULD BE USED AS SELECTION PROCEDURES FOR TRAINING IN BUSINESS SKILLS. (Skills Training for Small Business Development - PROPOSAL 6.7)

THE STATE SHOULD INVESTIGATE THE POSSIBILITY OF EXTENDING ITS TRAINING OF THE UNEMPLOYED TO A LARGER YOUTH TRAINING PROGRAMME AS HAS SUCCESSFULLY BEEN INTRODUCED IN OTHER COUNTRIES. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.5)

THERE SHOULD BE A LARGE SCALE OF DEVELOPMENT AND PRESENTATION OF MODULAR COURSES FOR SMALL BUSINESS DEVELOPMENT. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.8)

IT IS NECESSARY, IN VIEW OF THE SERIOUS UNEMPLOYMENT SITUATION IN THE RSA, THAT THE TRAINING OF THE WORKSEEKER AND THE UNEMPLOYED BE EXTENDED AND IMPROVED PARTICULARLY WITH A VIEW TO DEVELOPING EMPLOYMENT IN THE INFORMAL ECONOMIC SECTOR. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.4)

R.17 IT IS RECOMMENDED THAT THE CABINET GIVE CONSIDERATION TO A NATIONAL YEAR FOR THE PROMOTION OF THE ACTIVITIES AND POTENTIAL OF THE INFORMAL AND SMALL BUSINESS SECTOR IN THE RSA, DURING WHICH A CO-ORDINATED APPEAL MAY BE MADE BY THE DEPARTMENT OF MANPOWER AND THE SMALL BUSINESS DEVELOPMENT CORPORATION, TO ALL FORMS OF THE MEDIA FOR THEIR SUPPORT IN BRINGING HOME TO THE GREATER PUBLIC THE IMPORTANCE OF DEVELOPING THIS SECTOR.

R.18 REGARDING THE TRAINING OF WORKSEEKERS AND THE UNEMPLOYED IT IS RECOMMENDED THAT:

A. THEIR TRAINING CONTINUE TO BE FUNDED SEPARATELY BY THE DEPARTMENT OF MANPOWER, SINCE THE TRAINING OF THE WORKSEEKERS REFERS TO STRUCTURAL AND THAT OF THE UNEMPLOYED TO CYCLICAL UNEMPLOYMENT AND THE SEPARATE ADMINISTRATIVE STRUCTURES ALREADY ESTABLISHED;

B. AN AD HOC INVESTIGATION BE LAUNCHED BY THE NTB TO DETERMINE THE SOCIO-ECONOMIC, FINANCIAL FEASIBILITY AND OTHER IMPLICATIONS OF A POSSIBLE REINTRODUCTION OF FUNDING OF ACCOMMODATION OF WORKSEEKERS ON A LIMITED AND SELECTIVE BASIS;

C. THE NTB WILL PROVIDE GUIDELINES FOR THE OFFERING OF FOLLOW-UP AND REFRESHER COURSES FOR THOSE TRAINEES WHO, AFTER A STATED PERIOD OF TIME, STILL CANNOT FIND WORK, THEREBY RISKING THE LOSS OF THEIR NEWLY ACQUIRED SKILLS, AND

D. THE DEPARTMENT OF MANPOWER PAYS ATTENTION TO THE IMPROVEMENT OF TRAINING, CONCENTRATING ON QUALITY RATHER THAN QUANTITY, IN ACCORDANCE WITH THE MANPOWER TRAINING NEEDS OF INDUSTRY.

R.19 IT IS RECOMMENDED THAT YOUTH AND RELATED TRAINING PROGRAMMES, SIMILAR TO THOSE SUCCESSFULLY IMPLEMENTED OVERSEAS, BE PUT INTO EFFECT BY THE DEPARTMENT OF MANPOWER AS PART OF A MORE COMPREHENSIVE TRAINING PROGRAMME FOR WORKSEEKERS AND THE UNEMPLOYED AND AS PART OF THE PROPOSED NATIONAL TRAINING STRATEGY.

R.20 IT IS RECOMMENDED THAT

A. TRAINING COURSES AND PROGRAMMES AIMED AT JOB CREATION IN THE INFORMAL AND SMALL BUSINESS SECTORS BE DEVELOPED BY

THE PROPOSED NATIONAL CO-ORDINATING BODY FOR TRAINING FOR THE INFORMAL SECTOR (NCBIS) FOLLOWING THE LINES SET OUT IN CHAPTER 6 WHICH INCLUDES THE USE OF A MODULAR TRAINING SYSTEM;

B. BASIC TRAINABILITY SELECTION BE ADMINISTERED BY TRAINING INSTITUTIONS, AFTER TRAINEES HAVE SUCCESSFULLY COMPLETED THE PRESENT SKILLS TRAINING COURSES FOR WORKSEEKERS AND THE UNEMPLOYED, IN ORDER TO ENSURE SUCCESSFUL COMPLETION OF FOLLOW-UP COURSES FOR TRAINING FOR SMALL BUSINESS DEVELOPMENT, AND

C. THE PROPOSED NCBIS INVESTIGATE THE POSSIBILITY OF UTILISING ON- THE-JOB COUNSELLORS AND MENTORS, AS WELL AS RETIRED BUSINESSMEN AND STAFF THAT MAY BE SECONDED BY INDUSTRY, FOR TRAINING IN THE INFORMAL AND SMALL BUSINESS SECTOR.

10.7 ACCREDITED TRAINING BOARDS

THE PROPOSED AGRICULTURAL TRAINING BOARD SHOULD INVESTIGATE, IN CONJUNCTION WITH EDUCATIONAL INSTITUTIONS, THE INTRODUCTION OF DISTANCE LEARNING IN THE LIGHT OF THE PARTICULAR LEARNING NEEDS OF THE TARGET GROUPS WHICH HAVE BEEN IDENTIFIED. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.7)

GREATER ATTENTION SHOULD BE PAID TO TRAINING IN THINKING, COMMUNICATING AND HUMAN SKILLS AND A BETTER BALANCE OF THESE SKILLS SHOULD BE AIMED AT. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.3)

IN THE ESTABLISHMENT OF NATIONAL TRAINING STRATEGIES USE SHOULD BE MADE OF ACCREDITED TRAINING BOARDS TO ESTABLISH AN INDUSTRY'S TRAINING NEEDS FOR WORKSEEKER AND UNEMPLOYED TRAINING, TO ACCREDIT TRAINING FACILITIES AND ACCEPT RESPONSIBILITY FOR STANDARDS IN ACCREDITED TRAINING INSTITUTIONS. THIS WOULD ONLY APPLY TO TRAINING FOR THE FORMAL SECTOR. (The Present Position of Skills Training of the Workseeker and the Unemployed - PROPOSAL 5.5)

ACCREDITED TRAINING BOARDS SHOULD BE REQUESTED TO INTRODUCE ACCREDITED TRAINING OF TRAINING PERSONNEL AT THE LEVELS OF COURSE CONTROLLERS, INSTRUCTORS, TRAINING OFFICERS AND TRAINING MANAGERS. (The Present Position of Skills Training of the Workseeker and the Unemployed - PROPOSAL 5.8)

TRAINING BOARDS OF INDIVIDUAL COMPANIES SHOULD BE ACCREDITED BY AN ACCREDITED INDUSTRY TRAINING BOARD AND NOT BY THE DEPARTMENT OF MANPOWER. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.3)

ACCREDITED INDUSTRY TRAINING BOARDS SHOULD BE ABLE TO PLAN MANPOWER TRAINING FOR THE INDUSTRY AS A WHOLE AND ENCOURAGE, ADVISE, EVALUATE AND ACCREDIT TRAINING RATHER THAN THEMSELVES BECOME DIRECTLY INVOLVED IN THE ACTUAL TRAINING. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.4)

ACCREDITED TRAINING SHOULD CONCENTRATE ON GREATER PRODUCTIVITY IN THE WORK PLACE AND PROPER COST-BENEFIT STUDIES IN ORDER TO CONVINCE MANAGEMENT OF THE ADVANTAGES OF TRAINING IN ORDER TO CREATE A MORE POSITIVE ORGANISATIONAL APPROACH TO TRAINING. ACCREDITED TRAINING BOARDS SHOULD BE ABLE TO TAKE A LEAD IN THIS APPROACH FOR THEIR INDUSTRY. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.6)

SPECIAL ATTENTION SHOULD BE GIVEN TO THE ESTABLISHMENT OF ACCREDITED TRAINING BOARDS ON AN INDUSTRY BASIS WHICH WILL OPERATE ON A LEVY SYSTEM IN ORDER TO SPREAD THE COST OF TRAINING OVER ALL EMPLOYERS IN THE INDUSTRY CONCERNED. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.12)

IT IS PROPOSED THAT THERE SHOULD BE A DEVOLUTION OF CONTROL OF ALL MANPOWER TRAINING TO ACCREDITED TRAINING BOARDS. (The Structures for Skills Training - PROPOSAL 9.1)

ONCE AN ACCREDITED TRAINING BOARD HAS BEEN ESTABLISHED FOR A SPECIFIC INDUSTRY, THE NEED FOR REGISTRATION OF PRIVATE TRAINING CENTRES

AND INDUSTRY TRAINING CENTRES WILL FALL AWAY AND SUCH CENTRES WILL NEED TO SEEK ACCREDITATION OF THEIR COURSES BY THE ACCREDITED TRAINING BOARD. (The Structures for Skills Training - PROPOSAL 9.6)

ONCE AN ACCREDITED TRAINING BOARD HAS BEEN ESTABLISHED FOR A SPECIFIC INDUSTRY, THE REGIONAL TRAINING CENTRES WILL HAVE TO SEEK ACCREDITATION OF RELEVANT COURSES BY THE ACCREDITED TRAINING BOARD IN ORDER TO QUALIFY FOR THE TRAINING REBATE. (The Structures for Skills Training - PROPOSAL 9.7)

TRAINING BOARDS SHOULD BE ENCOURAGED TO CONSIDER THE WHOLE SPECTRUM OF SKILLS NEEDED WITHIN THEIR INDUSTRY AND TO INCLUDE THIS ON A NATIONALLY INTEGRATED COURSE SYSTEM. THIS COULD INCLUDE INDUSTRY-BASED TRAINEESHIP SYSTEMS FOR CATEGORIES OF WORK NOT TRADITIONALLY ASSOCIATED WITH THE APPRENTICESHIP SYSTEM. (The Structures for Skills Training - PROPOSAL 9.8)

ONCE AN ACCREDITED TRAINING BOARD HAS RECEIVED THE CASH GRANT, THE AUTONOMY OF THAT TRAINING BOARD MUST BE ENTRENCHED. IT MUST HAVE THE FINAL SAY OVER HOW THE MONEY IS DISTRIBUTED, PROVIDED THAT THIS IS CONFINED TO MEETING THE OBJECTIVES OF AN ACCREDITED TRAINING BOARD AND IS WITHIN THE SCOPE OF ITS APPROVED CONSTITUTION. (The Structures for Skills Training - PROPOSAL 9.11)

R.21 IT IS RECOMMENDED THAT THE ESTABLISHMENT OF ACCREDITED TRAINING BOARDS (ATB) FOR ALL INDUSTRIES BE ENCOURAGED BY THE DEPARTMENT OF MANPOWER AND THE NATIONAL TRAINING BOARD. ONCE SUCH INDUSTRY TRAINING BOARDS HAVE RECEIVED ACCREDITATION THEY SHOULD TAKE OVER ALL RESPONSIBILITY FOR TRAINING IN THEIR INDUSTRY, AND

1. ACCREDITATION OF INDUSTRY TRAINING CENTRES (AT PRESENT PRIVATE TRAINING CENTRES) AND PRIVATE TRAINING CENTRES (AT PRESENT TRAINING SCHEMES) WILL REPLACE THE PRESENT REGISTRATION BY THE REGISTRAR OF MANPOWER TRAINING;

2. ACCREDITATION OF COURSES CONDUCTED BY REGIONAL TRAINING

CENTRES (AT PRESENT GROUP TRAINING CENTRES) FOR THEIR INDUSTRY WILL REQUIRE ACCREDITATION BY THE ATB BEFORE QUALIFYING FOR A REBATE, AND

3. COURSES FOR WORKSEEKERS AND THE UNEMPLOYED CONDUCTED BY CONTRACTORS FOR THEIR INDUSTRY WILL REQUIRE ACCREDITATION BY THE ATB BEFORE SUCH CONTRACTS ARE AWARDED.

R.22 IT IS RECOMMENDED THAT, AMONG OTHER THINGS, ACCREDITED TRAINING BOARDS SHOULD GIVE ATTENTION TO THE FOLLOWING MATTERS:

1. THE ACCEPTANCE OF FULL RESPONSIBILITY FOR ALL LEVELS OF TRAINING WITHIN A SPECIFIC INDUSTRY, INCLUDING THE NEED TO ACHIEVE HIGHER LABOUR PRODUCTIVITY, AND

   THE DETERMINATION OF TRAINING NEEDS,
   THE FORMULATION OF TRAINING STANDARDS,
   THE ACCREDITATION OF TRAINING INSTITUTIONS UNDERTAKING TRAINING FOR THE INDUSTRY,
   THE ENCOURAGEMENT OF EMPLOYERS TO INVEST IN TRAINING,
   THE DEVELOPMENT OF TECHNIQUES WITH A VIEW TO THE EVALUATION AND VALIDATION OF TRAINING,
   THE IMPLEMENTATION OF COST-BENEFIT ANALYSES IN ORDER TO INCREASE THE COST EFFECTIVENESS OF TRAINING,
   THE PROMOTION OF TRAINING IN THINKING, COMMUNICATION AND HUMAN SKILLS, AND
   THE PROMOTION OF THE DEVELOPMENT OF A PROFESSIONAL TRAINING CORPS.

2. CONSIDERATION OF A TRAINING LEVY IN ORDER TO DISTRIBUTE TRAINING COSTS AMONG USERS OF TRAINED MANPOWER IN THE INDUSTRY;

3. THE INTRODUCTION OF A UNIFORM MANAGEMENT INFORMATION SYSTEM IN ORDER TO OPERATE A CASH GRANT SYSTEM;

4. THE ENCOURAGEMENT OF A MORE POSITIVE APPROACH BY MANAGEMENT TOWARDS TRAINING, AND

5. CONSIDERATION OF THE ACCREDITATION OF THE TRAINING BOARDS OF MAJOR NATIONAL EMPLOYERS IN THEIR INDUSTRY RATHER THAN THE ACCREDITATION OF INDIVIDUAL COURSES CONDUCTED BY SUCH EMPLOYERS.

ATBs SHOULD PLAN MANPOWER TRAINING FOR THE INDUSTRY AS A WHOLE AND ENCOURAGE, ADVISE AND ACCREDIT TRAINING RATHER THAN NECESSARILY BECOMING DIRECTLY INVOLVED IN THE TRAINING PROCESS.

10.8 THE TRAINING PROFESSION

THERE IS A REAL NEED FOR THE PROVISION OF TRAINING COURSES FOR TRAINERS IN ORDER TO DEVELOP A PROFESSIONAL TRAINING CORPS. SUCH COURSES SHOULD NOT ONLY CONCENTRATE ON SPECIFIC SKILLS, BUT ALSO DEAL WITH TRAINING METHODS. ATTENDANCE OF AND SUCCESS IN SUCH COURSES SHOULD LEAD TO THE ACCREDITATION OF INDIVIDUALS AS QUALIFIED TRAINERS. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.5)

THE STATUS OF PROFESSIONAL TRAINERS MUST BE ELEVATED AND A CLEAR CAREER DEVELOPMENT PROGRAMME FOR TRAINERS NEEDS TO BE ESTABLISHED. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.6)

ACCREDITED TRAINING BOARDS SHOULD BE REQUESTED TO INTRODUCE ACCREDITED TRAINING OF TRAINING PERSONNEL AT THE LEVELS OF COURSE CONTROLLERS, INSTRUCTORS, TRAINING OFFICERS AND TRAINING MANAGERS. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 5.8)

AS A VAST DEVELOPMENT OF SMALL BUSINESSES IS ENVISAGED AS A RESULT OF THESE PROPOSALS IT IS ANTICIPATED THAT A GREAT NEED FOR TRAINERS WILL BE EXPERIENCED. A POTENTIAL SOURCE OF FACILITATORS OF SMALL

BUSINESS DEVELOPMENT IS PRESENT WITHIN THE PUBLIC SERVICE. EXAMPLES OF THESE ARE HEALTH INSPECTORS, LICENSING OFFICERS AND TRAFFIC POLICE. CONSIDERATION SHOULD BE GIVEN TO CAREFUL SELECTION OF A SMALL NUMBER OF SUCH PERSONS AND THEN TRAINING THEM TO ACT AS FACILITATORS ON AN EXPERIMENTAL BASIS. (Skills Training for Small Business Development - PROPOSAL 6.8)

THE TRAINING OF ALL LEVELS OF TRAINING PERSONNEL MUST RECEIVE URGENT ATTENTION IN ORDER TO BUILD UP A PROFESSIONAL TRAINING STRUCTURE IN THE RSA. (The Costs, Benefits and Financing of Skills Training - PROPOSAL 8.5)

R.23 IT IS RECOMMENDED THAT THE NATIONAL TRAINING BOARD PROCEED URGENTLY WITH ITS PRESENT ACTION TO ESTABLISH A PROFESSIONAL TRAINING CORPS TO OPERATE WITHIN A PROFESSIONAL TRAINING STRUCTURE. COURSES AND MANUALS FOR TRAINERS FOR LEVELS SUCH AS INSTRUCTORS, SENIOR INSTRUCTORS, TRAINING OFFICERS AND TRAINING MANAGERS MUST BE MADE AVAILABLE IMMEDIATELY. THE NATIONAL TRAINING BOARD MUST GIVE PARTICULAR ATTENTION TO THESE MATTERS IN CONSULTATION WITH ACCREDITED TRAINING BOARDS, INDUSTRIES, INDIVIDUAL EMPLOYERS, EMPLOYERS' AND EMPLOYEES' ORGANISATIONS, AND IN CO-OPERATION WITH TECHNICAL COLLEGES, TECHNIKONS AND UNIVERSITIES.

R.24 THAT THE NTB AND THE PROPOSED NATIONAL CO-ORDINATION BODY FOR THE INFORMAL SECTOR (NCBIS), TOGETHER WITH THE TRAINING INSTITUTIONS, WILL ATTEND PARTICULARLY TO THE TRAINING OF TRAINERS FOR THE DEVELOPMENT OF THE INFORMAL AND SMALL BUSINESS SECTOR.

10.9 TRAINING SYSTEMS

THE PROPOSED AGRICULTURAL TRAINING BOARD SHOULD INVESTIGATE, IN CONJUNCTION WITH EDUCATIONAL INSTITUTIONS, THE INTRODUCTION OF DISTANCE LEARNING IN THE LIGHT OF THE PARTICULAR LEARNING NEEDS OF THE TARGET GROUPS WHICH HAVE BEEN IDENTIFIED. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.7)

ACCREDITED TRAINING SHOULD CONCENTRATE ON GREATER PRODUCTIVITY IN THE WORKPLACE AND PROPER COST-BENEFIT STUDIES IN ORDER TO CONVINCE MANAGEMENT OF THE ADVANTAGES OF TRAINING IN ORDER TO CREATE A MORE POSITIVE ORGANISATIONAL APPROACH TO TRAINING. ACCREDITED TRAINING BOARDS SHOULD BE ABLE TO TAKE A LEAD IN THIS APPROACH FOR THEIR INDUSTRY. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.6)

MODULAR COMPETENCY-BASED TRAINING SHOULD BE USED IN SKILLS TRAINING. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.7)

CERTIFICATION SHOULD BE INTRODUCED FOR ALL SKILLS TRAINING AND BE BASED ON THE ACTUAL MEASURED WORK PERFORMANCE IN AN ENVIRONMENT WHICH DUPULICATES AS CLOSELY AS POSSIBLE THE WORK ENVIRONMENT. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.9)

NATIONALLY RECOGNISED QUALIFICATIONS BASED ON THE COMPLETION OF A SERIES OF ACCREDITED COURSES AND MODULES SHOULD BE DEVELOPED. SUCH QUALIFICATIONS SHOULD BE CONSIDERED BY THE FORMAL EDUCATION DEPARTMENTS FOR ACCREDITATION SO THAT HOLDERS OF SUCH QUALIFICATIONS CAN RE-ENTER THE FORMAL EDUCATION SYSTEM WITH CREDITS ACQUIRED IN THE NON-FORMAL SECTOR. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.10)

R.25 IT IS RECOMMENDED THAT TRAINING SYSTEMS INTRODUCED BY ACCREDITED TRAINING BOARDS SHOULD BE BASED ON COST-BENEFIT STUDIES, BE DIRECTED TOWARDS HIGHER PRODUCTIVITY AND THE APPLICATION OF MODULAR COMPETENCY-BASED TRAINING. THERE SHOULD FURTHER BE A SYSTEM OF QUALIFICATIONS RECOGNISED NATIONALLY AND BASED ON THE COMPLETION OF A SERIES OF ACCREDITED TRAINING MODULES IN WHICH CERTIFICATION DEPENDS ON THE ACTUAL MEASURED WORK PERFORMANCE IN AN ENVIRONMENT WHICH DUPLICATES AS CLOSELY AS POSSIBLE THE WORK ENVIRONMENT AND NOT ONLY ON THE SUCCESS ACHIEVED IN THE TRAINING COURSE. THE NTB AND PROPOSED ASSOCIATION OF ACCREDITED TRAINING BOARDS (AATB) SHOULD GIVE ATTENTION TO THESE MATTERS.

10.10 FURTHER RESEARCH

SPECIAL ATTENTION WILL HAVE TO BE GIVEN TO THE PARTICULAR TRAINING NEEDS OF PERSONS INVOLVED IN SUBSISTENCE AGRICULTURE. THIS REQUIRES RESEARCH INTO THEIR NEEDS AND SYSTEMS WHICH ARE APPROPRIATE TO THE PROBLEMS. CURRENT HIGH LEVEL TECHNOLOGICAL AGRICULTURAL RESEARCH DOES NOT ADDRESS THESE PROBLEMS. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.8)

IT IS PROPOSED THAT IN-DEPTH RESEARCH SHOULD BE CONDUCTED INTO FOLLOW-UP AND EVALUATION OF TRAINING AT ALL LEVELS. THERE SHOULD BE A CONTINUAL EVALUATION OF TRAINING ESPECIALLY IN ORDER TO FOLLOW-UP ITS LONG-TERM EFFECTS. (The Present Position of Skills Training in the Various Industry Sectors - PROPOSAL 4.4)

IN-DEPTH RESEARCH ON A MICROBASIS INTO THE EXTENT AND STRUCTURE OF THE COST OF SKILLS TRAINING IS CALLED FOR AND IN THIS RESEARCH CONSIDERATION SHOULD BE GIVEN TO THE POSSIBILITY OF STANDARDISED SYSTEMS OF ACCOUNTING AND COST ANALYSIS. (Costs, Benefits and Financing of Skills Training - PROPOSAL 8.1)

FURTHER IN-DEPTH RESEARCH INTO SYSTEMS OF COST-BENEFIT ANALYSIS IS NECESSARY IN ORDER TO DEVELOP A SOUTH AFRICAN COST-BENEFIT ANALYSIS SYSTEM. THIS SYSTEM SHOULD BE CAPABLE OF ANALYSING THE PRIVATE AND SOCIAL BENEFITS OF TRAINING AS WELL AS BEING USED IN DECISIONS ON THE EMPLOYMENT OF VARIOUS TRAINING RESOURCES. EMPLOYERS AND TRAINERS SHOULD BE ENABLED TO MAKE A MAJOR CONTRIBUTION TO SUCH A STUDY. (Costs, Benefits and Financing of Skills Training - PROPOSAL 8.2)

FURTHER INVESTIGATION IS ALSO NECESSARY INTO THE RELATIONS BETWEEN SKILLS TRAINING AND LABOUR PRODUCTIVITY, SOCIAL STABILITY AND EQUITABILITY. THIS COULD ASSIST IN DETEMINING WHAT THE FINANCIAL ROLE OF THE STATE SHOULD BE IN SKILLS TRAINING. (Costs,Benefits and Financing of Skills Training - PROPOSAL 8.3)

FURTHER RESEARCH SHOULD BE UNDERTAKEN ON THE CO-ORDINATION OF

EFFORTS BETWEEN FORMAL EDUCATION AND TRAINING. THE SUCCESSFUL AUSTRALIAN EXAMPLE OF A SINGLE DEPARTMENT, LINKING EDUCATION AND TRAINING, INCLUDING ALL THEIR RESOURCES, COULD BE CONSIDERED IN SUCH RESEARCH. (The Structures for Skills Training - PROPOSAL 9.21)

R.26 THE FOLLOWING AREAS HAVE BEEN IDENTIFIED FOR FURTHER RESEARCH:

1. THE TRAINING NEEDS OF SUBSISTENCE AGRICULTURE;

2. THE FOLLOW-UP, EVALUATION AND COST-BENEFIT OF SKILLS TRAINING;

3. A MICRO-ANALYSIS OF THE COST AND STRUCTURE OF SKILLS TRAINING AND EVOLUTION OF STANDARDISED ACCOUNTING PROCEDURES;

4. THAT THERE SHOULD BE ONGOING STUDY INTO THE RELEVANCY OF FINANCING OF TRAINING BY THE STATE;

5. THE RELATIONSHIPS BETWEEN SKILLS TRAINING, LABOUR PRODUCTIVITY, SOCIAL STABILITY AND EQUITABILITY AND THE FINANCIAL ROLE TO BE EXPECTED OF THE STATE;

6. THE CO-ORDINATION OF EFFORTS BETWEEN SKILLS TRAINING AND THE FORMAL EDUCATION SYSTEM, FOR EXAMPLE, THE AUSTRALIAN TRAINEESHIP SYSTEM AND ITS LINKING OF TRAINING AND EDUCATION WITHIN A SINGLE STATE DEPARTMENT, AND

7. THE DEVELOPMENT OF GUIDELINES WITH A VIEW TO THE APPLICATION OF THE MATRIX DESCRIBED IN CHAPTER 4 IN ORDER TO ENABLE INDIVIDUAL EMPLOYERS TO DETERMINE THE LEVEL OF SKILLS TRAINING IN THEIR VARIOUS UNDERTAKINGS.

10.11 TRAINING STRUCTURES

SEVERAL OF THE PROPOSALS HAVE A BEARING ON TRAINING STRUCTURES, A NUMBER OF WHICH ARE LISTED BELOW. ALL RECOMMENDATIONS ARISING IN

THIS REPORT HAVE, HOWEVER, ALREADY BEEN DEALT WITH IN PREVIOUS SECTIONS OF THIS CHAPTER AND ARE MERELY REPEATED HERE FOR ILLUSTRATION PURPOSES.

AS AGRICULTURE IS ONE OF MANY SECTORS OF THE ECONOMY, ITS MANPOWER SKILLS TRAINING, LIKE THAT OF ALL OF THE OTHER INDUSTRY SECTORS, SHOULD FALL WITHIN THE SCOPE OF THE DEPARTMENT OF MANPOWER WITH ITS SYSTEM OF ACCREDITED TRAINING BOARDS AND CASH GRANT SYSTEMS. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.1)

AN AGRICULTURAL TRAINING BOARD SHOULD BE ESTABLISHED IN ORDER TO PROPAGATE, CO-ORDINATE AND ACCREDIT SKILLS TRAINING COURSES IN AGRICULTURE AND ORGANISED AGRICULTURE ACTING THROUGH THE EDUCATION COMMITTEE AND THE SAAU AS WELL AS THE FORESTRY COUNCIL AND THE SUGAR ASSOCIATION SHOULD PLAY AN IMPORTANT ROLE IN THIS REGARD. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.4)

DEVELOPING AND CO-ORDINATING SKILLS TRAINING IN AGRICULTURE SHOULD BE DONE ON A REGIONAL AND SECTORIAL BASIS WHICH WILL CALL FOR REGIONAL AND SECTORIAL COMMITTEES LINKED TO THE NATIONAL BODY/ORGANISATION. (The Present Position of Skills Training in Agriculture - PROPOSAL 3.5)

THE TRAINING FOR THE INFORMAL SECTOR SHOULD BE A PARTICULAR RESPONSIBILITY OF THE REGISTRAR AND THE TRAINING ADVISERS OWING TO ITS GREAT AND GROWING STRATEGIC IMPORTANCE TO COMBAT UNEMPLOYMENT IN THE RSA. IN THIS REGARD THE PROPOSED ADVISORY COMMITTEE FOR REGIONAL TRAINING CENTRES SHOULD BE ASKED TO GIVE PARTICULAR ATTENTION TO THIS TYPE OF TRAINING AND THE REGIONAL TRAINING CENTRES SHOULD PLAY AN EVEN GREATER ROLE IN THIS TRAINING AND PARTICULARLY ITS AFTERCARE. (The Present Position of the Workseeker and the Unemployed - PROPOSAL 5.6)

IT IS PROPOSED THAT CONSIDERATION BE GIVEN TO A NATIONAL CO-ORDINATING BODY FOR THE TRAINING FOR SMALL BUSINESS DEVELOPMENT WHICH WILL HELP IN THE PLANNING AND IMPLEMENTATION OF THE NATIONAL

STRATEGY. SUCH A BODY SHOULD HAVE REPRESENTATIVES OF ASSOCIATIONS LOOKING AFTER THE INTERESTS OF SMALL BUSINESSES, SMALL BUSINESS DEVELOPMENT AGENCIES, THE PRIVATE SECTOR AND INTERESTED PUBLIC SECTOR DEPARTMENTS. THIS BODY COULD FOLLOW THE MODEL OF ACCREDITED INDUSTRY TRAINING BOARDS. (Skills Training for Small Business Development - PROPOSAL 6.3)

STATE FINANCING OF THE TRAINING FOR SMALL BUSINESS DEVELOPMENT MAY BE BY MEANS OF SUBSIDIES AND THE CASH GRANT SYSTEM. THE CO-ORDINATING BODY SHOULD RECEIVE A CASH GRANT IN THE SAME WAY AS OTHER ACCREDITED TRAINING BOARDS. TRAINING ORGANISATIONS SHOULD CONTINUE TO RECEIVE SUBSIDIES, GRANTS OR THE PAYMENT OF COURSE FEES AS AT PRESENT. THE PRIVATE SECTOR SHOULD ALSO CONTRIBUTE TO THEIR ACTIVITIES BY SUBSIDIES AND GRANTS TO THE CO-ORDINATING BODY AND TRAINING ORGANISATIONS AND SUBSIDIES AND LOANS TO TRAINEES. IT IS ALSO PROPOSED THAT THE TRAINEES FROM THE SECTOR MAKE A FINANCIAL CONTRIBUTION TOWARDS THEIR OWN TRAINING. (Skills Training for Small Business Development - PROPOSAL 6.4)

TRAINING BOARDS OF INDIVIDUAL COMPANIES SHOULD BE ACCREDITED BY AN ACCREDITED INDUSTRY TRAINING BOARD AND NOT BY THE DEPARTMENT OF MANPOWER. (Factors Facilitating or Inhibiting Skills Training - PROPOSAL 7.3)

THE MANPOWER TRAINING ACT, 1981, SHOULD BE AMENDED TO MAKE PROVISION FOR A STATUTORY BODY, DESIGNATED AS THE ASSOCIATION OF ACCREDITED TRAINING BOARDS (AATB). THE MAIN FUNCTIONS OF THIS BODY WOULD BE TO ACT AS A LIAISON BETWEEN THE STATE AND INDUSTRY. IT MUST BE STRESSED THAT THIS WOULD BE A PURELY VOLUNTARY ADVISORY BODY THAT WOULD CREATE A SHORTER COMMUNICATION LINE BETWEEN INDUSTRY AND THE MINISTER AND DIRECTOR-GENERAL OF MANPOWER. THIS BODY WOULD HAVE NO SCOPE TO EXERCISE AUTHORITY OVER ANY INDIVIDUAL TRAINING BOARD AND ITS MAIN FUNCTIONS WOULD BE AS FOLLOWS:

A. ACT AS A FORUM FOR DISCUSSION BETWEEN ACCREDITED BOARDS WHICH COULD SHARE EXPERTISE AND WORK ON MUTUAL PROBLEMS SUCH AS THE RATIONALISATION AND DESIGNATION OF TRADES AND TRAINING COURSES.

B. ACT AS A DIRECT COMMUNICATION LINK WITH THE MINISTER ON PROBLEMS THAT ARE COMMON TO THE ACCREDITED TRAINING BOARDS.

C. SUGGEST AREAS OF RESEARCH AND POSSIBLE PRIORITIES TO BE CONSIDERED BY THE NATIONAL TRAINING BOARD AND CONDUCT RESEARCH AND INVESTIGATIONS ON ITS OWN BEHALF THROUGH ITS MEMBERS.

D. CO-ORDINATE AREAS SUCH AS TRAINING FOR TOP MANAGEMENT, WHERE THESE AREAS ARE REGARDED AS OF NATIONAL STRATEGIC IMPORTANCE.

E. NEGOTIATE CORE SYLLABI FOR TRADES PREFERABLY USING A CO-ORDINATED NATIONAL JOB ANALYSIS AND TASK LISTING APPROACH.

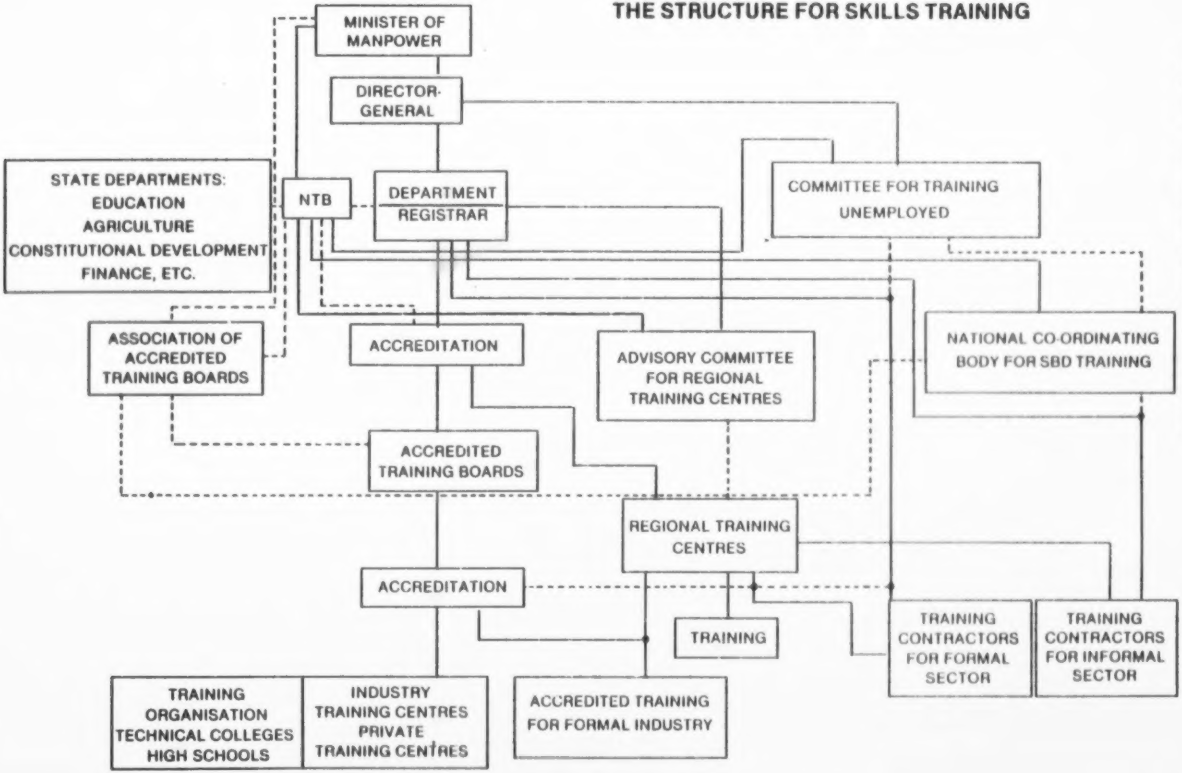
THE ASSOCIATION OF ACCREDITED TRAINING BOARDS WOULD CONSIST OF REPRESENTATIVES OF EACH ACCREDITED TRAINING BOARD WHO ARE DIRECTLY INVOLVED IN TRAINING. THE ASSOCIATION OF ACCREDITED TRAINING BOARDS SHOULD MAKE A CONSCIOUS EFFORT TO LIAISE WITH ORGANISED LABOUR, FORMAL EDUCATION AND ALL OTHER PARTIES CONCERNED WITH THE DEVELOPMENT OF THE NATION'S HUMAN RESOURCES. IT SHOULD ALSO INCLUDE REPRESENTATION OF THE PROPOSED ACCREDITED TRAINING BOARD ESTABLISHED UNDER THE LOCAL GOVERNMENT TRAINING ACT, 1985 (ACT NO. 41 OF 1985). (The Structures for Training - PROPOSAL 9.13)

THE FORMAL EDUCATION SYSTEM SHOULD BE ENCOURAGED TO SEEK ACCREDITATION BY ACCREDITED TRAINING BOARDS, OF SUCH SECTIONS OF THE COURSES AS ARE APPROPRIATE TO THE INDUSTRY CONCERNED. THIS APPLIES PARTICULARLY TO THE TECHNICAL COLLEGES AND TECHNICAL OR CAREER HIGH SCHOOLS. (The Structures of Skills Training - PROPOSAL 9.19)

ALL MANPOWER AND TRAINING BOARD MATTERS SHOULD FALL UNDER A SINGLE STATE DEPARTMENT. IT IS PROPOSED THAT THE TRAINING BOARD FOR LOCAL GOVERNMENT SHOULD BE ADMINISTERED, WITH ALL OTHER TRAINING SCHEMES, BY THE DEPARTMENT OF MANPOWER. (The Structures for Skills Training - PROPOSAL 9.20)

R.27 FIGURE 10.1 ILLUSTRATES THE RECOMMENDED STRUCTURE ARISING OUT OF THESE RECOMMENDATIONS.

FIGURE 10.1
THE STRUCTURE FOR SKILLS TRAINING


MINISTER OF MANPOWER
DIRECTOR-GENERAL
STATE DEPARTMENTS: EDUCATION AGRICULTURE CONSTITUTIONAL DEVELOPMENT FINANCE, ETC.
NTB
DEPARTMENT
REGISTRAR
COMMITTEE FOR TRAINING UNEMPLOYED
ASSOCIATION OF ACCREDITED TRAINING BOARDS
ACCREDITATION
ADVISORY COMMITTEE FOR REGIONAL TRAINING CENTRES
NATIONAL CO-ORDINATING BODY FOR SBD TRAINING
ACCREDITED TRAINING BOARDS
REGIONAL TRAINING CENTRES
ACCREDITATION
TRAINING
TRAINING CONTRACTORS FOR FORMAL SECTOR
TRAINING CONTRACTORS FOR INFORMAL SECTOR
TRAINING ORGANISATION TECHNICAL COLLEGES HIGH SCHOOLS
INDUSTRY TRAINING CENTRES PRIVATE TRAINING CENTRES
ACCREDITED TRAINING FOR FORMAL INDUSTRY

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BYLAE 1

HANDLEIDING BY VOLTOOIING VAN DIE MATRIKSE

LEES ASSEBLIEF DIE INSTRUKSIES SORGVULDIG EN MAAK SEKER DAT U BEGRYP WAT MET DIE VERSKILLENDE BEGRIPPE BEDOEL WORD, VOORDAT U DIE MATRIKSE VOLTOOI

1 ALGEMEEN

1.1 Waar 'n onderneming betrokke is by nywerhede wat UITEENLOPEND van aard is, moet 'n APARTE reeks matrikse ingevul word vir elke soort nywerheid.

1.2 Wanneer evaluering gedoen word, moet in die ALGEMEEN gedink word en nie aan uitsonderlike gevalle of spesifieke take nie.

1.3 *Skaal*: Die stand van opleiding ten opsigte van bepaalde aspekte word geëvalueer op 'n skaal van 1 tot 6:
1 beteken dat daar GEEN VOORSIENING gemaak word nie;
6 beteken dat die GROOTSTE MOONTLIKE voorsiening gemaak word. Indien daar byvoorbeeld geen geskikte persone beskikbaar is om opgelei te word in die nodige tegniese vaardighede nie, word 1 omkring. Indien daar 'n minimum van persone beskikbaar is, word 2 omkring, en indien net soveel persone beskikbaar is as wat moontlik geakkommodeer kan word, word 6 omkring.
Dieselfde geld byvoorbeeld vir "finansiële voorsiening": Indien daar GLAD NIE begroot word vir vaardigheidsopleiding nie, word 1 op die skaal omkring terwyl 6 beteken dat die MAKSIMUM bedrag begroot word vir vaardigheids opleiding.

Pas asseblief hierdie beginsel op elke kolom toe.

APPENDIX 1

MANUAL FOR COMPLETING THE MATRICES

PLEASE READ THE INSTRUCTIONS CAREFULLY AND MAKE SURE THAT YOU UNDERSTAND THE DEFINITIONS BEFORE STARTING TO COMPLETE THE MATRICES

1 GENERAL

1.1 If the industry includes a variety of organizations a separate set of matrices has to be filled in for each kind of organization.

1.2 Please evaluate each category on the average. Do not consider exceptional cases or specific tasks.

1.3 *Scale*: The present position of skills training with regard to a specific aspect is evaluated on a scale from 1 to 6: 1 means that NO PROVISION is made; 6 means that THE MAXIMUM provision is made. If for example there are no available people to be trained in the necessary technical skills, circle 1. If the minimum number of people is available, circle 2. If the maximum number of people who can be accommodated, is available, circle 6.
The same rule applies to "financial provision": If skills training is not at all included in the budget, circle 1, or if skills training is fully provided for in the budget, circle 6.

Please apply this principle to each column.

2 DEFINISIES

2.1 VAARDIGHEID: Die vermoë van 'n persoon om sy werk te doen of te funksioneer in 'n bepaalde situasie.

2.2 VAARDIGHEIDSOPLEIDING: Opleiding wat nie deur formele instellings soos universiteite, technikons, tegniese kolleges, provinsiale, staat- of privaatskole aangebied word nie.

2.3 KATEGORIEË VAN WERKNEMERS

2.3.1 *Operatiewe werkers:* Werkers op die werkvloer wat een of ander apparaat of toerusting hanteer in die produksie van goedere of die verskaffing van basiese dienste.

2.3.2 *Ondersteunende personeel:* Werkers wat nie direk by die produksieproses betrokke is nie, maar wat produksie moontlik maak deur die ondersteunende dienste wat hulle lewer.

2.3.3 *Toesighouers en/of eerstelynbestuurders:* Hierdie twee kategorieë mag in sommige nywerhede nie van mekaar onderskei kan word nie. In so 'n geval word net een van die twee matrikse wat vir die twee kategorieë afsonderlik bedoel is, ingevul. Hierdie twee kategorieë verwys na die *heel laagste vlak van bestuur.* In sommige gevalle mag dit verwys na 'n pos waarin daar selfs net oor een of twee persone toesig gehou word. Indien daar duidelik onderskei kan word tussen toesighouers en persone wat tussen toesighouers en middelbestuur funksioneer, word matrikse vir albei kategorieë ingevul.

2 DEFINITIONS

2.1 SKILLS: The ability of a person to carry out his job effectively or to function effectively in a specific situation.

2.2 SKILLS TRAINING: Training not provided for by formal institutes like universities, technikons, technical colleges, provincial, government or private schools.

2.3 CATEGORIES OF EMPLOYEES

2.3.1 *Operational workers:* Workers on the shop floor who handle machines or equipment in the production process of goods or the rendering of basic services.

2.3.2 *Support staff:* Workers who are not directly involved in the production process, but who facilitate production by their support services.

2.3.3 *Supervisory and/or first line management:* In some organizations it may be difficult to distinguish between these two categories. If the first line manager is the same as the supervisor, only one matrix must be filled in. These two categories refer to the *lowest level of management.* In some cases it may even refer to a post in which only one of two are being supervised. If clear distinction is possible between supervisors and members of staff who function in a position between supervisory and middle management, a separate matrix must be filled in for each category.

2.3.4 *Middelbestuur* verwys na die vlak van bestuur wat tussen topbestuur en toesighouers en/of eerstevlakbestuur val.

2.3.5 *Topbestuur* verwys na die hoogste vlak van bestuur in die nywerheid.

2.4 ASPEKTE MET BETREKKING TOT OPLEIDING
(Kolomopskrifte in matriks)

(a) *Beskikbaarheid van menslike hulpbronne:* In watter mate is mense beskikbaar om opleiding in die betrokke vaardighede te ontvang, m.a.w. as dit byvoorbeeld moeilik is om 'n voldoende getal persone wat aan bepaalde vereistes voldoen, te kry, word 1, 2 of 3 omkring, afhangende van hoe groot die probleem is om geskikte mense te kry.

(b) *Beskikbaarheid van gekwalifiseerde opleiers:* In watter mate is opgeleide persone beskikbaar wat vaardigheidsopleiding kan verskaf?

(c) *Voorsiening van opleiding aan opleiers:* In watter mate word voorsiening gemaak vir die opleiding van persone wat vaardigheidsopleiding aan ander persone moet gee? As daar byvoorbeeld van alle moontlike geleenthede gebruik gemaak word om opleiers kursusse te laat neem om hulle in staat te stel om weer ander te kan oplei, word 6 omkring. Indien daar wel voorsiening gemaak word, maar daar is nog leemtes, word 4 of 5 omkring, afhangende van die omvang van die leemtes.

(d) *Struktuur vir opleiding:* In watter mate word vaardigheidsopleiding volgens 'n vooropgestelde plan verskaf, met ander woorde indien daar geen plan is nie en

2.3.4 *Middle management* refers to the level of management between top management and supervisory and/or first line management.

2.3.5 *Top management* refers to the highest level of management in the industry.

2.4 ASPECTS REGARDING TRAINING (Column headings in matrix)

(a) *Availability of human resources:* To what extent are human resources available to be trained in the specific skills, e.g. if difficulty is experienced to meet the demand for people who conform to the requirements, circle 1, 2 or 3, depending on the extent of the problem.

(b) *Availability of qualified trainers:* To what extent are qualified people available to provide skills training?

(c) *Provision of training for trainers:* To what extent are workers trained to provide skills training to other workers, e.g. if every possible opportunity is utilised for trainers to attend courses with a view to qualifying themselves to improve skills training of other workers, circle 6. If provision is made for trainers to attend courses but shortcomings still occur, circle 4 or 5, depending on the extent of the shortcomings.

(d) *Training structure:* To what extent is skills training provided according to a preplanned structure, e.g. if no plan exists and training is only provided for in a "sit by vaardigheidsopleiding slegs op 'n lukraak wyse gegee word, word 1 omkring. Hoe meer gestruktureerd die opleidingsprogram is, hoe hoër sal die syfer wees wat omkring word.

(e) *Interne fasiliteite vir opleiding binne die organisasie:* In watter mate word van opleidingstegnologie soos video's, skyfies en ander toerusting gebruik gemaak en in watter mate word lokale voorsien vir opleiding deur die organisasie?

(f) *Eksterne fasiliteite vir opleiding:* In watter mate word van eksterne opleidingsfasiliteite gebruik gemaak? (Nywerheidskole, nywerheidsrade en ander instellings wat vaardigheidsopleiding aanbied.)

(g) *Finansiële voorsiening:* In watter mate word begroot vir die finansiële koste in terme van direkte uitgawe en/of tyd wat aan opleiding bestee word?

(h) *Tyd om opleiding te gee:* In watter mate word van die produksietyd van die organisasie afgestaan vir werkers om opleiding te ontvang?

(i) *Opvolg en evaluering:* In watter mate word opgevolg en geëvalueer hoe doeltreffend vaardigheidsopleiding is en werkers se werk verbeter namate opleiding vorder? Hier moet ook in gedagte gehou word in watter mate terugvoering aan werkers gegee word.

2.5 VAARDIGHEDE: OMSKRYWING (Eerste vertikale kolom in matriks)

2.5.1 *Hanteringsvaardighede:* Vaardighede waarin 'n gevorderde vlak van dinkvaardighede nie vereis

Nelly" fashion, circle 1. The more structured the training programme is, the higher the number to be circled.

(e) *Internal facilities for skills training within the organization:* To what extent is training technology utilized i.e. video's, slides and other equipment and to what extent are venues for skills training provided for by the organization?

(f) *External facilities for skills training:* To what extent are external training facilities utilized for skills training? (Industry training centres, industry training boards and other institutes which provide skills training.)

(g) *Financial provision:* To what extent does your organization budget for direct costs as well as for time spent on skills training?

(h) *Time given to training:* How much of your organization's production time is allowed for skills training?

(i) *Follow up and evaluating:* To what extent is training followed up and the improvement of efficiency of employees evaluated and measured? The feedback given to employees must also be borne in mind.

2.5 SKILLS: DEFINITIONS (First vertical column in matrix)

2.5.1 Handling skills: Skills where an advanced level of thinking skills is unnecessary, e.g. operating word nie, bv. die hantering van masjiene en ander toerusting.

2.5.2 *Tegniese vaardighede*: Kennis, insig en bekwaamheid om die take wat spesifiek aan 'n persoon se werk verbonde is, uit te voer, bv. interpretering van planne, uitvoering van tegniese tekeninge, opstel van balansstate, toepassing van wetsaspekte, ontwikkeling van metodologieë.

2.5.3 *Dinkvaardighede:* Vaardighede wat in die toepassing van hanteringsvaardighede en tegniese vaardighede benodig word, bv. probleemidentifisering, beplanning van probleemoplossings, beplanning van eie en spanwerk.

2.5.4 *Kommunikasievaardighede:* Die ontvangs, voorbereiding, versending en oordra van inligting om begrip te bewerkstellig.

2.5.5 *Mensvaardighede*: Persoonlike en interpersoonlike vaardighede bv. interpersoonlike vaardighede wat die verhouding met ander persone behels: mentorskap, onderhandeling, toesighouding, konsultering, afrigting, oorreding, uitruil van inligting, neem van bevele, hulpverlening, dienslewering, met ander woorde die vermoë om doeltreffende interaksie te bewerkstellig.

2.5.6 *Bestuursvaardighede:* Die vaardighede van beplanning, leiding, koördinering, organisasie en beheer van ander se werk.

machines and other equipment.

2.5.2 *Technical skills:*Knowledge, understanding and competency to do a specific job, e.g. interpreting and carrying out of technical designs, drawing up of balance sheets, applying legal aspects, developing methodologies.

2.5.3 *Thinking skills:* Those skills which are needed when applying certain handling and technical skills, e.g. tracing defects, identifying and implementing solutions, planning own and team work.

2.5.4 *Communicating skills:*The receipt, preparation and transfer of information to create understanding.

2.5.5 *Human skills:* Personal and interpersonal skills, e.g. interpersonal skills which include relationships with other persons: mentorship, negotiation, supervision, consultation, coaching, persuading, exchanging of information, taking orders, rendering assistance, rendering services, in other words the ability to accomplish effective interaction.

2.5.6 *Management skills:* Skills of planning, leading, co-ordinating, organizing and controlling the work of others.

TOP MANAGEMENT

NB. PLEASE REFER TO THE DEFINITIONS BEFORE COMPLETING THE MATRIX

SKILLS	PRESENT SITUATION REGARDING SKILLS TRAINING								
	(a) AVAILABILITY OF MANPOWER	(b) AVAILABILITY OF QUALIFIED TRAINERS	(c) PROVISION FOR TRAINING TO TRAINERS	(d) TRAINING STRUCTURE	(e) INTERNAL FACILITIES	(f) EXTERNAL FACILITIES	(g) FINANCIAL PROVISION	(h) COMPANY TIME GIVEN TO TRAINING	(i) FOLLOW UP AND EVALUATION
1. TECHNICAL SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
2. THINKING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
3. COMMUNICATION SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
4. HUMAN SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
5. MANAGEMENT SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6

MIDDLE MANAGEMENT

NB. PLEASE REFER TO THE DEFINITIONS BEFORE COMPLETING THE MATRIX

SKILLS	PRESENT SITUATION REGARDING SKILLS TRAINING								
	(a) AVAILABILITY OF MANPOWER	(b) AVAILABILITY OF QUALIFIED TRAINERS	(c) PROVISION FOR TRAINING TO TRAINERS	(d) TRAINING STRUCTURE	(e) INTERNAL FACILITIES	(f) EXTERNAL FACILITIES	(g) FINANCIAL PROVISION	(h) COMPANY TIME GIVEN TO TRAINING	(i) FOLLOW UP AND EVALUATION
1. TECHNICAL SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
2. THINKING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
3. COMMUNICATION SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
4. HUMAN SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
5. MANAGEMENT SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6

FIRST LEVEL MANAGEMENT

NB. PLEASE REFER TO THE DEFINITIONS BEFORE COMPLETING THE MATRIX

SKILLS	PRESENT SITUATION REGARDING SKILLS TRAINING								
	(a) AVAILABILITY OF MANPOWER	(b) AVAILABILITY OF QUALIFIED TRAINERS	(c) PROVISION FOR TRAINING TO TRAINERS	(d) TRAINING STRUCTURE	(e) INTERNAL FACILITIES	(f) EXTERNAL FACILITIES	(g) FINANCIAL PROVISION	(h) COMPANY TIME GIVEN TO TRAINING	(i) FOLLOW UP AND EVALUATION
1. HANDLING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
2. TECHNICAL SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
3. THINKING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
4. COMMUNICATION SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
5. HUMAN SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
6. MANAGEMENT SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6

SUPERVISORY MANAGEMENT

NB. PLEASE REFER TO THE DEFINITIONS BEFORE COMPLETING THE MATRIX

SKILLS	PRESENT SITUATION REGARDING SKILLS TRAINING								
	(a) AVAILABILITY OF MANPOWER	(b) AVAILABILITY OF QUALIFIED TRAINERS	(c) PROVISION FOR TRAINING TO TRAINERS	(d) TRAINING STRUCTURE	(e) INTERNAL FACILITIES	(f) EXTERNAL FACILITIES	(g) FINANCIAL PROVISION	(h) COMPANY TIME GIVEN TO TRAINING	(i) FOLLOW UP AND EVALUATION
1. HANDLING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
2. TECHNICAL SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
3. THINKING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
4. COMMUNICATION SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
5. HUMAN SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
6. MANAGEMENT SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6

OPERATIVE PERSONNEL

NB. PLEASE REFER TO THE DEFINITIONS BEFORE COMPLETING THE MATRIX

SKILLS	PRESENT SITUATION REGARDING SKILLS TRAINING								
	(a) AVAILABILITY OF MANPOWER	(b) AVAILABILITY OF QUALIFIED TRAINERS	(c) PROVISION FOR TRAINING TO TRAINERS	(d) TRAINING STRUCTURE	(e) INTERNAL FACILITIES	(f) EXTERNAL FACILITIES	(g) FINANCIAL PROVISION	(h) COMPANY TIME GIVEN TO TRAINING	(i) FOLLOW UP AND EVALUATION
1. HANDLING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
2. TECHNICAL SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
3. THINKING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
4. COMMUNICATION SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
5. HUMAN SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
6. MANAGEMENT SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6

SUPPORT STAFF

NB. PLEASE REFER TO THE DEFINITIONS BEFORE COMPLETING THE MATRIX

SKILLS	PRESENT SITUATION REGARDING SKILLS TRAINING								
	(a) AVAILABILITY OF MANPOWER	(b) AVAILABILITY OF QUALIFIED TRAINERS	(c) PROVISION FOR TRAINING TO TRAINERS	(d) TRAINING STRUCTURE	(e) INTERNAL FACILITIES	(f) EXTERNAL FACILITIES	(g) FINANCIAL PROVISION	(h) COMPANY TIME GIVEN TO TRAINING	(i) FOLLOW UP AND EVALUATION
1. HANDLING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
2. TECHNICAL SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
3. THINKING SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
4. COMMUNICATION SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
5. HUMAN SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6
6. MANAGEMENT SKILLS	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6	1 2 3 4 5 6

APPENDIX/BYLAE 2

COURSES : REBATE LIST GROUP I R125 PER WEEK
KURSUSSE : RABATLYS GROEP I R125 PER WEEK

APPENDIX A
BYLAE A
UITGAWE 4
EDITION 4

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.1	Storeman Module I	Std 8.	1 to 12	10 days
Emt. 87-04-01	Stoorman Module I	St. 8.	1 tot 12	10 dae
1.2	Forecourt attendant	Read, write and calculate	1 to 10	5 days
Noord 87-04-01	Rybaanbediener	Lees, skryf en bereken	1 tot 10	5 dae
1.3	Chambermaids		1 to 10	3 days
Noord 87-04-01	Kamerbediendes		1 tot 10	3 dae
1.4	Elementary waiters course	Read, write and calculate	1 to 8	5 days
Noord 87-04-01	Elementêre kelnerskursus	Lees, skryf en bereken	1 tot 8	5 dae
1.5	Wine stewards	Read, write and calculate	1 to 8	2 days
Noord 87-04-01	Wynkelners	Lees, skryf en bereken	1 tot 8	2 dae
1.6	Tractor maintenance		1 to 6	10 days
Boskop 87-04-01	Trekkerinstandhouding		1 tot 6	10 dae
1.7	Elementary sewing machinists (for the industry)	Must have good eyesight	1 to 10 1 trainee per machine	15 days
Noord 87-04-01	Elementêre naaimasjienoperateurs (vir die nywerheid)	Moet goeie gesigsvermoë hê	1 tot 10 1 kursusganger per naaimasjien	15 dae

Kindly use the code number and title on your claims. (First number indicates group, second number indicates the particular course.)

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.8	Disciplinary & grievance procedures	Must be at supervisory level	1 to 12	5 days
Natal 87-04-01	Dissiplinêre & griewe-prosedures	Moet op 'n toesighoudende vlak wees	1 tot 12	5 dae
1.9	Barperson's course	Read, write and calculate	1 to 10	10 days
Apex 87-04-01	Kroegbedienerskursus	Lees, skryf en bereken	1 tot 10	10 dae
1.10	Sales assistant	Std 6 Read, write and calculate	1 to 10	5 days
Noord 87-04-01	Verkoopsassistent	St. 6 Lees, skryf en bereken	1 tot 10	5 dae
1.11	Wheel alignment worker (Hunter)	Read, write and calculate	1 to 6 6 per instrument	5 days
Natal 87-04-01	Wielsporinginsteller (Hunter)	Lees, skryf en bereken	1 tot 6 6 per instrument	5 dae
1.12	Administration/clerical I	Std 8	1 to 12	5 days
Noord 87-04-01	Administratief/klerklik I	St. 8	1 tot 12	5 dae
1.13	Telephonist/Receptionist	Read, write and calculate Std 6	1 to 12	5 days
Bfn. 87-04-01	Telefoniste/Ontvangsdame	Lees, skryf en bereken St. 6	1 tot 12	5 dae
1.14	Housekeeping Mod. III Caring for infants and toddlers	Read and write	1 to 12	5 days
Bfn. 87-04-01	Huisversorging Mod. III Versorging van babas en kleuters	Lees en skryf	1 tot 12	5 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.15 Boskop 87-04-01	Farm dairy supervisor Plaasmelkerytoesighouer	Read and write Lees en skryf	1 to 10 1 tot 10	5 days 5 dae
1.16 Boskop 87-04-01	Fencing course Draadspankursus		1 to 12 1 tot 12	10 days 10 dae
1.17 Boskop 87-04-01	Onion cultivation Uieverbouing		1 to 10 1 tot 10	5 days 5 dae
1.18 Boskop 87-04-01	Cabbage cultivation Koolverbouing		1 to 10 1 tot 10	5 days 5 dae
1.19 Boskop 87-04-01	Tomato cultivation Tamatieverbouing		1 to 10 1 tot 10	10 days 10 dae
1.20 Boskop 87-04-01	Potato cultivation Ertappelverbouing		1 to 10 1 tot 10	10 days 10 dae
1.21 Noord 87-04-01	Tobacco grading (oven-dried) Tabakgradering (oondgedroogde tabak)	Must not be colour-blind Mag nie kleurblind wees nie	1 to 10 1 tot 10	3 days 3 dae

- * Duration of 1.16 amended with effect from 87-11-18
- * Duur van 1.16 gewysig met ingang vanaf 87-11-18

- * Duration of 1.19 amended with effect from 87-11-18
- * Duur van 1.19 gewysig met ingang van 87-11-18

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.22	Advanced supervisor Basic principles of supervision	Must have completed Basic principles of supervision	1 to 12	5 days
Boskop 87-04-01	Gevorderde toesighouer	Moes reeds die kursus Basiese beginsels van toesighouding voltooi het	1 tot 12	5 dae
1.23	Advanced course for shearing (hand-shearing)	Must have completed shearing course for beginners	1 to 12	5 days
Boskop 87-04-01	Gevorderde kursus vir skeerders (handskeer)	Moes reeds die skeerkursus vir beginners voltooi het	1 tot 12	5 dae
1.24	Horticulture course IA (Interior plantscaping and basic principles)	Std 6	1 to 10	5 days
Apex 87-04-01	Tuinboukundige kursus IA (Binnenshuise plantuitleg en basiese beginsels)	St. 6	1 tot 10	5 dae
1.25	Windmill maintenance		1 to 9 3 per windmill	5 days
Boskop 87-04-01	Windpompinstandhouding		1 tot 9 3 per windpomp	5 dae
1.26	Basic principles of supervision	Must be able to read and write	1 to 12	10 days
Boskop 87-04-01	Basiese beginsels van toesighouding	Moet kan lees en skryf		
1.27	Citrus grader & packer	Std 3	1 to 12	
Emt. 87-04-01	Sitrusgradeerder & -pakker	St. 3	1 tot 12	

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.27.1	Module I Removing rotten and factory grade lemons Verwydering van vrot en fabrieksgraadsuurlemoene	7,5 hours @ R23,44 p.t. 7,5 uur @ R23,44 p.k.		
1.27.2	Module II Grading export lemons Gradering van uitvoergehaltesuurlemoene	7,5 hours @ R23,44 p.t. 7,5 uur @ R23,44 p.k.		
1.27.3	Module III Grading odds/choice lemons Gradering van oormatige/keursuurlemoene	7,5 hours @ R23,44 p.t. 7,5 uur @ R23,44 p.k.		
1.27.4	Module IV Packing lemons Verpakking van suurlemoene	4,5 hours @ R14,06 p.t. 4,5 uur @ R14,06 p.k.		
1.27.5	Module V Removing rotten and factory grade oranges Verwydering van vrot en fabrieksgraadlemoene	7,5 hours @ R23,44 p.t. 7,5 uur @ R23,44 p.k.		
1.27.6	Module VI Removing odds/factory grade oranges Verwydering van fabrieksgraad- en oormatige lemoene	7,5 hours @ R23,44 p.t. 7,5 uur @ R23,44 p.k.		

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Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.27.7	Module VII Grading export oranges Gradering van uitvoergehaltelemoene	8% hours @ R25,00 p.t. 8% uur @ R25,00 p.k.		
1.27.8	Module VIII Grading odd oranges Gradering van oormaatlemoene	8% hours @ R25,00 p.t. 8% uur @ R25,00 p.k.		
1.27.9	Module IX Packing oranges Verpakking van lemoene	4,5 hours @ R14,06 p.t. 4,5 uur @ R14,06 p.k.		
1.28 Natal 87-04-01	Injection moulding machine setter Inspuit-gietvormsetter		1 to 8 1 tot 8	10 days 10 dae
1.29 Natal 87-04-01	Cargo handling Module II Securing the load Skeepsvraghantering Module II Hegting van vrag	Must be able to read and write Moet kan lees en skryf	1 to 6 1 tot 6	5 days 5 dae
1.30 Bfn. 87-04-05	Security guard Module I Sekuriteitswag Module I	18 years and older Minimum Std 6 18 jaar en ouer Minimum st. 6	1 to 15 1 tot 15	10 days 10 dae
1.31 Bfn. 87-04-05	Basic typing Basiese tikwerk	Std 10 St. 10	1 to 12 1 per typewriter 1 tot 12 1 per tikmasjien	15 days 15 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.32 Boskop 87-04-05	Classifying wool Wolgraderingskursus		1 to 8 1 tot 8	5 days 5 dae
1.33 Emt. 87-04-05	Learner's licence (tractors only) Leerlingrybewys (slegs trekkers)	Read, write and have good eyesight Lees, skryf en goeie gesigsvermoë hê	1 to 10 1 tot 10	5 days 5 dae
1.34 Emt. 87-04-05	Learner's licence (motorcycles only) Leerlingrybewys (slegs motorfietse)	Read, write and have good eyesight Lees, skryf en goeie gesigsvermoë hê	1 to 10 1 tot 10	5 days 5 dae
1.35 Boskop 87-04-05	Elementary sewing Elementêre naaldwerk		1 to 10 1 tot 10	15 days 15 dae
1.36 Boskop 87-04-05	Hand shearing for beginners Skeerkursus vir beginners (handskeer)		1 to 12 1 tot 12	10 days 10 dae
1.37 Noord	Free enterprise system (not for mines and local authorities) Vryeondernemingstelsel (nie vir myne en plaaslike owerhede nie)	R3,12 per hour or R39,00 per trainee per course R3,12 per uur of R39,00 per kursusganger per kursus	1 to 12 1 tot 12	12,5 hours over 5 days 12,5 uur oor 5 dae
1.38 Chamdor 87-04-05	Vehicle appearance reconditioning Voertuigvoorkomsopknapper	Read, write and have a driver's licence Lees, skryf en 'n rybewys hê	1 to 10 1 tot 10	10 days 10 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.39	Caring for milk/stud cattle	16 years and older	1 to 10	15 days
Boskop 87-04-05	Melk/stoetbeesversorging	16 jaar en ouer	1 tot 10	15 dae
1.40	Plastering Module I	Read, write and calculate	1 to 10	5 days
Natal 87-04-05	Pleisterwerk Module I	Lees, skryf en bereken	1 tot 10	5 dae
1.41	Plastering Module II	Must have completed Module I	1 to 10	10 days
Natal 87-04-05	Pleisterwerk Module II	Moes module I voltooi het	1 tot 10	10 dae
1.42	Plastering Module III	Must have completed Module II	1 to 10	10 days
Natal 87-04-05	Pleisterwerk Module III	Moes module II voltooi het	1 tot 10	10 dae
1.43	Advanced tractor maintenance (for agricultural workers only)	18 years and older and must have completed the course Tractor maintenance	1 to 6	30 days
Boskop 87-04-05	Gevorderde trekkerinstandhouding (slegs vir plaaswerkers)	18 jaar en ouer en moes die kursus Trekkerinstandhouding voltooi het	1 tot 6	30 dae
1.44	Horticulture course IB (Exterior landscaping: basic principles)	16 years and older	1 to 2	5 days
Apex 87-04-09	Tuinboukundige kursus IB (Buiteontwerp: basiese beginsels)	16 jaar en ouer	1 tot 12	5 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.45	Nursery sales assistant	Must be able to read and write (R50 per trainee per course)	1 to 12	2 days
Apex 87-05-04	Kwekery-verkoopsassistent	Moet kan lees en skryf (R50 per kursusganger per kursus)	1 tot 12	2 dae
1.46	Control of cotton pests	16 years and older	1 to 10	5 days
Boskop 87-07-24	Beheer van katoenplae	16 jaar en ouer	1 tot 10	5 dae
1.47	Pasture evaluation	21 years and older	1 to 10	5 days
Boskop 87-07-24	Weiveldevaluering	21 jaar en ouer	1 tot 10	5 dae
1.48	Development of trees: stone fruit and kernel fruit	18 years and older	1 to 10	5 days
Boskop 87-07-24	Ontwikkeling van bome: steenvrugte en kernvrugte	18 jaar en ouer	1 tot 10	5 dae
1.49	Preschool care	20 years and older	1 to 10	10 days
Boskop 87-07-24	Voorskoolse versorging	20 jaar en ouer	1 tot 10	10 dae
1.50	Vine development	18 years and older	1 to 10	6 days
Boskop 87-07-24	Stokontwikkeling van druiwe	18 jaar en ouer	1 tot 10	6 dae
1.51	Safety of farm workers	16 years and older	1 to 12	3 days
Boskop 87-07-24	Veiligheid van plaaswerkers	16 jaar en ouer	1 tot 12	3 dae

* Duration of 1.49 amended with effect from 87-11-18

* Duur van 1.49 gewysig met ingang van 87-11-18

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.52	The propagation and grafting of vines	18 years and older	1 to 10	5 days
Boskop 87-07-24	Die kweek en ent van wingerdstokke	18 jaar en ouer	1 tot 10	5 dae
1.53	The care and harvesting of table grapes	18 years and older	1 to 10	3 days
Boskop 87-07-24	Die versorging en oes van tafeldruiwe	18 jaar en ouer	1 tot 10	3 dae
1.54	The cultivation of vines	18 years and older	1 to 10	5 days
Boskop 87-07-24	Wingerdverbouingspraktyke	18 jaar en ouer	1 tot 10	5 dae
1.55	The training of vines	18 years and older	1 to 10	6 days
Boskop 87-07-24	Die oplei van wingerde	18 jaar en ouer	1 tot 10	6 dae
1.56	Elementary repair and adjustment of clothing	16 years and older with a basic knowledge of needlework	1 to 12	5 days
Boskop 87-07-24	Elementêre herstel en verstel van kledingstukke	16 jaar en ouer met 'n basiese kennis van naaidwerk	1 tot 12	5 dae
1.57	The sorting and packing of grapes	18 years and older	1 to 10	5 days
Boskop 87-07-24	Die sortering en verpakking van druiwe	18 jaar en ouer	1 tot 10	5 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.58	6 M Simulation (industrial relations)	16 years and older. (R30 per course)	1 to 10	10 hours
Boskop 87-07-24	6 M-simulasie (arbeidsverhoudinge)	16 jaar en ouer (R30 per kursus)	1 tot 10	10 ure
1.59	Occulating and planting of stone fruit	18 years and older	1 to 10	5 days
Boskop 87-09-04	Okkuleer en plant van steenvrugte	18 jaar en ouer	1 tot 10	5 dae
1.60	Sorting of oven-dried tobacco	Must not be colourblind	1 to 10	2 days
Boskop 87-09-04	Sortering van oondgedroogde tabak	Moet nie kleurblind wees nie	1 tot 10	2 dae
1.61	General vegetable propagation	16 years and older	1 to 12	10 days
Boskop 87-09-04	Algemene groenteverbouing	16 jaar en ouer	1 tot 12	10 dae
1.62	Maintenance of two-stroke engines	18 years and older	1 to 12 3 trainees per machine	5 days
Boskop 87-09-04	Instandhouding van tweeslagenjins	18 jaar en ouer	1 tot 12 3 kursusgangers per masjien	5 dae
1.63	Pruning of vines: wine grapes and sultanas	Must not be colourblind	1 to 12	5 days
Bloem. 87-07-24	Wingerdsnoei: wyndruiwe en sultanas	Moet nie kleurblind wees nie	1 tot 12	5 dae
1.64	Assistant-painter (Module II)	18 years and older, must be able to read and write	1 to 12	5 days
Bloem. 87-07-24	Verwerassistent (Module II)	18 jaar en ouer, moet kan lees en skryf	1 tot 12	5 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGSVEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.65	Emergency care	Supervisors, foremen/ superintendents (R75 per course)	1 to 12	3 days
Noord. 87-07-24	Noodsorg	Toesighouers, voormanne/superintendente (R75 per kursus)	1 tot 12	3 dae
1.66	Irrigation operator		1 to 10	5 days
Noord. 87-07-24	Besproeiingsoperateur		1 tot 10	5 dae
1.67	Kitchen stock controller	Must be able to read, write and do calculations	1 to 10	10 days
Noord. 87-09-04	Beheer van kombuisvoorraad	Moet kan lees, skryf en berekenings doen	1 tot 10	10 dae
1.68	Kitchen hygiene	Must be able to read, write and be medically fit (R75 per course per trainee)	1 to 10	3 days
Noord. 87-09-04	Kombuishigiëne	Moet kan lees, skryf en medies geskik wees (R75 per kursus per kursusganger)	1 tot 10	3 dae
1.69	Hostel cooks	Must be able to read, write and interpret recipes	1 to 10	10 days
Noord. 87-09-04	Hostelkokke	Moet kan lees, skryf en resepte interpreteer	1 tot 10	10 dae
1.70	Factotum course		1 to 10	10 days
Noord. 87-09-04	Faktotumkursus		1 tot 10	10 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
1.71	Basic leather-work		1 to 10	10 days
Noord. 87-09-04	Basiese leerwerk		1 tot 10	10 dae
1.72	Cashier course	Must be able to read, write and do calculations	1 to 10 2 per cash register	4 days
Noord. 87-09-04	Kassierkursus	Moet kan lees, skryf en berekenings doen	1 tot 10 2 per kasregister	4 dae
1.73	Foreman course	Read and write Std 6 level	1 to 12	8 days
Apex 87-11-18	Voormankursus	Lees en skryf st. 6-vlak	1 tot 12	8 dae
1.74	Wool classification (pieces)		1 to 8	5 days
Boskop 87-11-18	Wolklassifikasie (stukkies)		1 tot 8	5 dae
1.75	Kitchen assistant		1 to 12	5 days
Chamdor 87-11-18	Kombuisassistent		1 tot 12	5 dae

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COURSES : REBATE LIST GROUP II R150 PER WEEK
KURSUSSE : RABATLYS GROEP II R150 PER WEEK

APPENDIX A
BYLAE A
UITGAWE 4
EDITION 4

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.1 Apex 87-04-01	Elementary bricklaying Elementêre messelwerk	Must be able to read a plan and measure Moet 'n plan kan lees en metings doen	1 to 12 1 tot 12	20 days 20 dae
2.2 Apex 87-04-01	Concrete handling (finishing) Betonhantering (afronding)		1 to 10 1 to 10	5 days 5 dae
2.3 Apex 87-04-01	Kerblayer Lê van randstene	Must be able to read a tape Moet 'n maatband kan lees	1 to 10 1 tot 10	5 days 5 dae
2.4 Bfn. 87-04-01	Plumber assistant Loodgieterassistent	Read, write and calculate Lees, skryf en bereken	1 to 12 1 tot 12	5 days 5 dae
2.5 Bfn. 87-04-01	Glazing assistant Glasuringsassistent	Read, write and calculate Lees, skryf en bereken	1 to 10 1 tot 10	5 days 5 dae
2.6 Apex 87-04-01	Paving and slablaying Lê van plaveisel	Must be able to read a tape Moet 'n maatband kan lees	1 to 12 1 tot 12	4 days 4 dae
2.7 Bfn. 87-04-01	Concrete reinforcing Betonbewapening	Read and write Lees en skryf	1 to 10 1 tot 10	15 days 15 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.8 Bfn. 87-04-01	Pipelayer (Drains) Lê van afvoerpype	Read, write and use a tape Lees, skryf en 'n maatband kan gebruik	1 to 8 1 tot 8	10 days 10 dae
2.9 Vaal. 87-04-01	Mobile compressor operator Mobiele kompressor-operateur		1 to 4 per compressor 1 tot 4 per kompressor	3 days 3 dae
2.10 Apex 87-04-01	Dumper operator Stortwa-operateur		1 to 6 3 per truck 1 tot 6 3 per trok	5 days 5 dae
2.11 Apex 87-04-01	Concrete mixer operator Betonmengeroperateur		1 to 6 1 tot 6	5 days 5 dae
2.12 Apex 87-04-01	Vibrator operator: concreting Vibreerderoperateur: betonwerk		1 to 12 6 per machine 1 tot 12 6 per masjien	3 days 3 dae
2.13 Natal 87-04-01	Hand skills (metal) (Module I) Handvaardigheid (metaal) Module I	Read, write and measure Lees, skryf en meet	1 to 10 1 tot 10	15 days 15 dae
2.14 Natal 87-04-01	Hand skills (metal) Module II Handvaardigheid (metaal) Module II	Must have completed Module I Moes module I voltooi het	1 to 10 1 tot 10	15 days 15 dae

* Title of 2.10 amended with effect from 87-11-18
* Titel van 2.10 gewysig met ingang van 87-11-18

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.15 Emt. 87-04-01	Pipe fitting Module I Montering van pype Module I	Must have completed Hand skills (metal) Module I Moes Handvaardigheid (metaal) module I voltooi het	1 to 10 1 tot 10	10 days 10 dae
2.16 Emt. 87-04-01	Pipe fitting Module II Montering van pype Module II	Must have completed Module I Moes module I voltooi het	1 to 10 1 tot 10	10 days 10 days
2.17 Emt. 87-04-01	Turning Module I Draaiwerk Module I	Read drawings and measure Lees van tekeninge en meet	1 to 8 1 tot 8	20 days 20 dae
2.18 Emt. 87-04-01	Turning Module II Draaiwerk Module II	Must have completed Module I Moes module I voltooi het	1 to 8 1 tot 8	20 days 20 dae
2.19 Noord. 87-04-01	Elementary course in breadmaking and fancy breadmaking Elementêre kursus in die maak van brood en sierbrode	Read scales and gauges Moet kan weeg en meters lees	1 to 10 1 tot 10	15 days 15 dae
2.20 Noord. 87-04-01	Elementary course in rolls and powder-aerated foods Elementêre kursus in die maak van rolletjies en bakpoeierprodukte	Read scales and guages Moet kan weeg en meters lees	1 to 10 1 tot 10	15 days 15 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.21	Control laboratory assistant (dairying)	Std 5	1 to 12	8 days
Chamdor 87-04-01	Beheerlaboratorium-assistent (melkery)	St. 5	1 tot 12	8 dae
2.22	Flatting course	Read and write	1 to 10	14 days
Emt. 87-04-01	Pletwerkkursus	Lees en skryf	1 tot 10	14 dae
2.23	Tow motor driver Module I (new drivers)		1 to 9 3 per tow motor	10 days
Emt. 87-04-01	Sleepmotorbestuurder Module I (beginners)		1 tot 9 3 per sleepmotor	10 dae
2.24	Tow motor driver Module II		1 to 9 3 per tow motor	5 days
Emt. 87-04-01	Sleepmotorbestuurder Module II		1 tot 9 3 per sleepmotor	5 dae
2.25	Farm building maintenance		1 to 10	20 days
Boskop 87-04-87	Plaasgebou-instandhouding		1 tot 10	20 dae
2.26	Caring for calves		1 to 10	5 days
Boskop 87-04-01	Kalwerversorging		1 tot 10	5 dae
2.27	General construction operations I	As prescribed in scheme of work	1 to 10	10 days
Natal 87-04-01	Algemene konstruksiewerke I	Soos voorgeskryf in werkskema	1 tot 10	10 dae
2.28	General construction operations II	As prescribed in scheme of work	1 to 10	10 days
Natal 1/4/87	Algemene konstruksiewerke II	Soos voorgeskryf in werkskema	1 tot 10	10 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.29	General construction operations III	As prescribed in scheme	1 to 10	5 days
Natal 87-04-01	Algemene konstruksie-werke III	Soos voorgeskryf in werkskema	1 tot 10	5 dae
2.30	Blockbuilding course	Read, write and measure	1 to 12	15 days
Bfn. 87-04-01	Blokboukursus	Lees, skryf en meet	1 tot 12	15 dae
2.31	Housekeeping: Module I (home cleaning & laundering)	Read and write	1 to 12	10 days
Bfn. 87-04-01	Huisversorging: Module I (skoonmaak en wasgoedversorging)	Lees en skryf	1 tot 12	10 dae
2.32	Housekeeping: Module II (elementary cooking)	Read and write	1 to 12	5 days
Bfn. 87-04-01	Huisversorging: Module II (elementêre kookkuns)	Lees en skryf	1 tot 12	5 dae
2.33	Housekeeping: Modules I & II	Read and write	1 to 12	15 days
Bfn. 87-04-01	Huisversorging: Modules I & II	Lees en skryf	1 tot 12	15 dae
2.34	Culinary skills Module I (chef's aide)	Std 6	1 to 12	10 days
Apex 87-04-01	Kookkuns Module I (sjefassistent)	St. 6	1 tot 12	10 dae
2.35	Small plant preventative maintenance	Std 6	1 to 10	5 days
Vaal. 87-04-01	Voorkomingsinstand-houding — ligte masjiene	St. 6	1 tot 10	5 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.36 Natal 87-04-01	Shutterhand Grade III Module I Bekistingswerker Graad III Module I	Must have completed basic construction skills or 12 months on site Moes elementêre konstruksievaardigheid voltooi het of 12 maande ervaring in bekisting hê	1 to 10 1 tot 10	10 days 10 dae
2.37 Boskop 87-04-01	Milking machine operator Melkmasjienoperateur		1 to 10 1 tot 10	10 days 10 dae
2.38 Boskop 87-04-01	Selfpropelled combine operator Selfaangedrewe stroper-operateur	Must be able to drive a tractor Moet reeds 'n trekker kan bestuur	1 to 8 4 per combine 1 tot 8 4 per stroper	10 days 10 dae
2.39 Boskop 87-04-01	Wheatplanter operator Koringplanteroperateur	Must be able to drive a tractor Moet reeds 'n trekker kan bestuur	1 to 8 4 per planter 1 tot 8 4 per planter	5 days 5 dae
2.40 Natal 87-04-01	Caravan repairman Module I Woonwahersteller Module I	Must be able to read and write Moet kan lees en skryf	1 to 9 1 tot 9	5 days 5 dae
2.41 Boskop 87-04-01	Tractor-drawn combine operator Gesleepte stroper-operateur		1 to 8 4 per combine 1 tot 8 4 per stroper	5 days 5 dae
2.42 Boskop 87-04-01	Tractor operator Trekkeroperateur		1 to 8 4 per tractor 1 tot 8 4 per trekker	5 days 5 dae

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NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.43 Boskop 87-04-01	Motor truck maintenance Vragmotorinstandhouding		1 to 10 1 tot 10	10 days 10 dae
2.44 Boskop 87-04-01	Ripper plough operator Skeurploegoperateur		1 to 8 4 per ripper plough 1 tot 8 4 per skeurploeg	3 days 3 dae
2.45 Boskop 87-04-01	Mealie planter operator Mielieplanteroperateur		1 to 8 4 per planter 1 tot 8 4 per planter	5 days 5 dae
2.46 Boskop 87-04-01	Hay rake operator Hooiharkoperateur		1 to 8 4 per hay rake 1 tot 8 4 per hooihark	2 days 2 dae
2.47 Boskop 87-04-01	Hammer-mill operator Hamermeuloperateur		1 to 8 4 per hammermill 1 tot 8 4 per hamermeul	2 days 2 dae
2.48 Boskop 87-04-01	Roundbaler operator Rondebaleroperateur		1 to 8 4 per baler 1 tot 8 4 per baler	5 days 5 dae
2.49 Boskop 87-04-01	Cutterbar operator Snybalksnymasjienoperateur		1 to 8 4 per cutterbar 1 tot 8 4 per snymasjien	3 days 3 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.50 Boskop 87-04-01	Fertiliser spreader operator Kunsmisstrooier-operateur		1 to 8 4 per spreader 1 tot 8 4 per strooier	3 days 3 dae
2.51 Boskop 87-04-01	Forage harvester operator Voerstroperoperateur		1 to 8 4 per harvester 1 tot 8 4 per stroper	5 days 5 dae
2.52 Boskop 87-04-01	Boomsprayer operator Balkspuitoperateur		1 to 8 4 per boomsprayer 1 tot 8 4 per balkspuit	3 days 3 dae
2.53 Boskop 87-04-01	Pick-up baler operator Optelbaleroperateur		1 to 8 4 per pick-up baler 1 tot 8 4 per optelbaler	5 days 5 dae
2.54 Boskop 87-04-01	Rotary slasher operator Swaailemsnymasjien-operateur		1 to 8 4 per machine 1 tot 8 4 per masjien	5 days 5 dae
2.55 Boskop 87-04-01	Plough operator: disc plough Ploegoperateur: skottelploeg		1 to 8 4 per plough 1 tot 8 4 per ploeg	3 days 3 dae
2.56 Boskop 87-04-01	Plough operator: turn plough (mouldboard) Ploegoperateur: skaarploeg		1 to 8 4 per plough 1 tot 8 4 per ploeg	3 days 3 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.57 Boskop 87-04-01	Disc implement operator Skottelimplement-operateur		1 to 8 4 per implement 1 tot 8 4 per werktuig	5 days 5 dae
2.58 Boskop 87-04-01	Shearing course for beginners (machine shearing) Skeerkursus vir beginners (masjienskeer)		1 to 8 1 tot 8	10 days 10 dae
2.59 Boskop 87-04-01	Advanced course for shearing (machine shearing) Gevorderde kursus vir skeerders (masjienskeer)		1 to 8 1 tot 8	5 days 5 dae
2.60 Natal 87-04-01	Cargo Handling Module I Uplifting and shipping Skeepsvraghantering Module I Laai en verskeping	Valid driver's licence and must be able to read and write 'n Geldige rybewys en moet kan lees en skryf	1 to 6 1 tot 6	10 days 10 dae
2.61 Apex 87-05-04	Culinary skills Module II (Chef's aide) Kookkuns Module II (sjefassistent)	Std 6 and completed Module I St. 6 en module I voltooi het	1 to 12 1 tot 12	10 days 10 dae
2.62 Apex 87-05-04	Culinary skills Module III (Chef's aide) Kookkuns Module III (sjefassistent)	Std 6 and completed Module II St. 6 en module II voltooi het	1 to 12 1 tot 12	10 days 10 dae
2.63 Boskop 87-05-04	Gas welding on farms Gassweis op plase	18 years and older 18 jaar en ouer	1 to 10 1 per welding set 1 tot 10 1 per toestel	5 days 5 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.64 Chamdor 87-05-04	Engine reborer Enjinblokherboorder	Read, write and measure Lees, skryf en meet	1 to 6 1 tot 6	5 days 5 dae
2.65 Chamdor 87-05-04	Grillers' course Braaikursus	Read, write and have a knowledge of cooking Lees, skryf en kennis van die kookkuns hê	1 to 8 1 tot 8	5 days 5 dae
2.66 Bloem. 87-07-24	Assistant painter Module I Verwerassistent Module I	18 years and older 18 jaar en ouer	1 to 12 1 tot 12	10 days 10 dae
2.67 Boskop 87-07-24	Caring for pigs Varkversorging	16 years and older 16 jaar en ouer	1 to 10 1 tot 10	10 days 10 dae
2.68 Boskop 87-09-04	Feeding kraal practice (cattle) Voerkraalpraktyke (beeste)	16 years and older 16 jaar en ouer	1 to 10 1 tot 10	15 days 15 dae
2.69 Boskop 87-09-04	Artificial insemination: sheep Kunsmatige inseminasie: skape	18 years and older; experience in sheep farming 18 jaar en ouer: ondervinding in skaapboerdery	1 to 10 1 tot 10	5 days 5 dae
2.70 Boskop 87-09-04	Spike implement operator Tandimplement-operateur	18 years and older 18 jaar en ouer	1 to 8 4 per spike implement 1 tot 8 4 per tand-implement	5 days 5 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
2.71 Boskop 87-01-24	Caring for sheep Skaapversorging	16 years and older 16 jaar en ouer	1 to 12 1 tot 12	15 days 15 dae
2.72 Apex 87-11-18	Survey for chainmen Landmeting vir landmetershulp	Read, write and calculate Lees, skryf en bereken	1 to 10 1 tot 10	5 days 5 dae
2.73 Apex 87-11-18	Basic setting out and levelling for foremen Basiese uitleg en nivellering vir voormanne	Foremen on construction sites Voormanne op konstruksieterreine	1 to 10 1 tot 10	5 days 5 dae
2.74 Apex 87-11-18	Survey assistant Module I Landmeterassistent Module I	Must have passed the course Survey for chainmen Moes die kursus Landmeting vir landmetershulp geslaag het	1 to 10 1 tot 10	10 days 10 dae
2.75 Apex 87-11-18	Survey assistant Module II Landmeterassistent Module II	Must have passed the course Survey assistant Module I Moes die kursus Landmeterassistent module I geslaag het	1 to 10 1 tot 10	5 days 5 dae
2.76 Boskop 87-11-18	Feeding pen practices (sheep) Voerkraalpraktyke (skape)	16 years and older 16 jaar en ouer	1 to 12 1 tot 12	10 days 10 dae
2.77 Boskop 87-11-18	Beef cattle husbandry Versorging van vleisbeeste	16 years and older 16 jaar en ouer	1 to 10 1 tot 10	15 days 15 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

COURSES : REBATE LIST GROUP III R200 PER WEEK
KURSUSSE : RABATLYS GROEP III R200 PER WEEK

APPENDIX A
BYLAE A
UITGAWE 4
EDITION 4

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
3.1 Natal 87-04-01	Economic & defensive driving techniques Ekonomiese & defensiewe bestuurstegnieke	Must have a driving licence Moet 'n rybewys besit	1 to 4 1 tot 4	5 days 5 dae
3.2 Emt. 87-04-01	Forklift truck operator (new operator) Module I Vurkhyseroperateur (beginners) Module I	Must be able to read and write Moet kan lees en skryf	1 to 8 4 per truck 1 tot 8 4 per wa	10 days 10 dae
3.3 Emt. 87-04-01	Forklift truck operator (advanced) Module II Vurkhyseroperateur (gevorderd) Module II	Must be able to read and write Moet kan lees en skryf	1 to 8 4 per truck 1 tot 8 4 per wa	5 days 5 dae
3.4 Emt. 87-04-01	Driver's licence Code 8 Rybewys Kode 8	Must have a valid Code 8 learner's licence Moet 'n geldige kode 8-leerlinglisensie besit	1 to 4 4 per vehicle 1 tot 4 4 per voertuig	10 days 10 dae
3.5 Emt. 87-04-01	Professional driver Code 8 Professionele bestuurder Kode 8	Must have a valid Code 8 driver's licence Moet 'n geldige kode 8-rybewys besit	1 to 4 4 per vehicle 1 tot 4 4 per voertuig	5 days 5 dae
3.6 Emt. 87-04-01	Professional driver (rigid vehicle) Code 10 or 11 Professionele bestuurder (vaste bak) Kode 10 of 11	Must have a valid Code 10 or 11 driver's licence Moet 'n geldige kode 10- of 11-rybewys besit	1 to 4 4 per vehicle 1 tot 4 4 per voertuig	10 days 10 dae

Kindly use the code number and title on your claims. (First number indicates group, second number indicates the particular course.)

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
3.7	Professional driver (articulated vehicle) Code 13 or 14	Must have a valid Code 13 or 14 driver's licence with 3 years' experience	1 to 4	10 days
Emt. 87-04-01	Professionele bestuurder (gelede voertuig) Kode 13 of 14	Moet 'n geldige rybewys kode 13 of 14 besit en 3 jaar ervaring	1 tot 4	10 dae
3.8	Professional bus driver (rigid)	Must have a valid public driver's permit and must be 24 years or older	1 to 5	10 days
Emt. 87-04-01	Professionele busbestuurder (vastebak)	Moet 'n openbare vervoerpermit besit en 24 jaar of ouer wees	1 tot 5	10 dae
3.9	Professional bus driver (articulated vehicle)	Must have a valid public driver's permit and must be 24 years or older	1 to 5	10 days
Emt. 87-04-01	Professionele Busbestuurder (gelede voertuig)	Moet 'n openbare vervoerpermit besit en 24 jaar of ouer wees	1 tot 5	10 dae
3.10	Heavy duty driving: conversion (Code 8 to Codes 10, 11, 13 and 14	Must have a valid Code 8 driver's licence	1 to 4	15 days
Emt. 87-04-01	Bestuur van swaar voertuie: omskakeling (Kode 8 na Kodes 10, 11, 13 en 14)	Moet 'n geldige kode 8-rybewys besit	1 tot 4	15 dae
3.11	Motor cycle learner rider	Must be able to read and write and ride a bicycle	1 to 6 1 per motor cycle	10 days
Natal 87-04-01	Leerlingmotorfietsryer	Moet kan lees en skryf en 'n trapfiets ry	1 tot 6 1 per motorfiets	10 dae
3.12	Elementary arc welding Module I	18 years and older with good eyesight	1 to 10 1 per machine	10 days
Noord. 87-04-01	Elementêre boogsweis Module I	18 jaar en ouer met goeie gesigsvermoë	1 tot 10 1 per toestel	10 dae

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Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
3.13	Elementary gas welding and cutting	18 years and older with good eyesight	1 to 10 1 per machine	10 days
Noord. 87-04-01	Elementêre gassweis en snywerk	18 jaar en ouer met goeie gesigsvermoë	1 tot 10 1 per toestel	10 dae
3.14	Elementary CO_2 welding	18 years and older with good eyesight	1 to 10 1 per machine	10 days
Noord. 87-04-01	Elementêre CO_2-sweiswerk	18 jaar en ouer met goeie gesigsvermoë	1 tot 10 1 per toestel	10 dae
3.15	Coded welder pipes (SABS testing)	Males 18 years and older with 1 year welding experience	1 to 12 1 per machine	40 days
Emt. 87-04-01	Gekodeerde sweiser-pype (SABS-toetsing)	Manlikes 18 jaar en ouer met 1 jaar sweiservaring	1 tot 12 1 per toestel	40 dae
3.16	Elementary spray painting	18 years and older with good eyesight	1 to 10 1 per appliance	10 days
Emt. 87-04-01	Elementêre spuitverf	18 jaar en ouer met goeie gesigsvermoë	1 tot 10 1 per toestel	10 dae
3.17	Electrical aide Module I	Males who can read and write	1 to 10	5 days
Natal 87-04-01	Elektrisiënshulp Module I	Manlikes wat kan lees en skryf	1 tot 10	5 dae
3.18	Electrical aide Module II	Must have completed Module 1 or had 1 year experience	1 to 10	20 days
Natal 87-04-01	Elektrisiënshulp Module II	Moes module I voltooi het of 1 jaar ondervinding in die vakrigting hê	1 tot 10	20 dae
3.19	Digger/loader operator		1 to 6 3 per vehicle	10 days
Vaal. 87-04-01	Sloot- en laaigraaf-operateur		1 tot 6 3 per voertuig	10 dae

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Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
3.20	Bulldozer operator	18 years and older Minimum Std 6	1 to 4 2 per vehicle	20 days
Emt. 87-04-01	Stootskraperoperateur	18 jaar en ouer minimum st. 6	1 tot 4 2 per voertuig	20 dae
3.21	Meat cutting skills	Std 8	1 to 8	35 days
Apex 87-04-01	Vleissnyvaardighede	St. 8	1 tot 8	35 dae
3.22	Professional cookery course (trainee chefs) Module I	Std 8 and 3 months as a trainee chef in service	1 to 8	30 days
Apex 87-04-01	Professionele kookkunskursus (leerlingsjefs) Module I	St. 8 en 3 maande as leerlingsjef in diens	1 tot 8	30 dae
3.23	Professional cookery course (trainee chefs) Module II	Std 8 and 1 year as a trainee chef in service. Must have completed Module I	1 to 8	30 days
Apex 87-04-01	Professionele kookkunskursus (leerlingsjefs) Module II	St. 8 en 1 jaar as leerlingsjef in diens. Moes reeds module I voltooi het	1 tot 8	30 dae
3.24	Professional cookery course (trainee chefs) Module III	Std 8 and 2 years as a trainee chef in service. Must have completed Modules I and II	1 to 8	30 days
Apex 87-04-01	Professionele kookkunskursus (leerlingsjefs) Module III	St. 8 en 2 jaar as leerlingsjef in diens. Moes reeds modules I en II voltooi het	1 tot 8	30 dae
3.25	Litho operator course	1 month experience in printing trade	1 to 9 3 per press	15 days
Chamdor 87-04-01	Litho-operateurkursus	1 maand ondervinding in drukkersbedryf	1 tot 9 3 per drukker	15 dae

* Course 3.21 amended with effect from 4 September 1987

* Kursus 3.21 gewysig met ingang van 4 September 1987

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
3.26	Elementary sheetmetalwork (various industries)	Read, write and do measurements	1 to 10	10 days
Emt. 87-04-01	Elementêre plaatmetaalwerk (verskeie nywerhede)	Lees, skryf en afmetings kan doen	1 tot 10	10 dae
3.27	Artificial insemination (cattle)	Experience in cattle breeding	1 to 12	15 days
Boskop 87-04-01	Kunsmatige inseminasie (beeste)	Ondervinding in beesboerdery	1 tot 12	15 dae
3.28	Platen pressman	1 month in printing industry	1 to 9 3 per press	15 days
Chamdor 87-05-04	Degelpersoperateur	1 maand ondervinding in drukkersbedryf	1 tot 9 3 per pers	15 dae
3.29	Wheeled loader operator		1 to 6 3 per machine	10 days
Emt. 87-05-04	Laaigraafoperateur		1 tot 6 3 per masjien	10 dae
3.30	Grader operator	Must have a valid Code 11 or Code 14 driver's licence	1 to 3	25 days
Bloem. 87-09-04	Padskraperoperateur	Moet 'n geldige kode 11 of kode 14 bestuurslisensie hê	1 tot 3	25 dae
3.31	Forklift operator Module III: specialised functions (R80,00 per course per trainee)	Must have passed the course Forklift operator Module II	1 to 8 4 per vehicle	2 days
Emt. 87-09-04	Vurkhyswa-operateur Module III: gespesialiseerde funksies (R80 per kursus per kursusganger)	Moes die kursus Vurkhyswa-operateur module II geslaag het	1 tot 8 4 per voertuig	2 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

Kindly use the code number and title on your claims. (First number indicates group, second number indicates particular course.)

NO./NR.	TITLE/TITEL	ENTRY REQUIREMENTS/ TOELATINGS-VEREISTES	CONDITIONS/ VOORSKRIFTE	DURATION/ DUUR
3.32	Driver trainer (trucking industry)	Must have a valid driver's licence for the heavy vehicle on which training is done. Must have passed prof. driver's and instruction techniques courses	1 to 4	10 days
Emt. 87-07-24	Bestuurderopleier (vragmotornywerheid)	Moet 'n geldige bestuurslisensie vir die swaar voertuig waarop opleiding gedoen word, hê. Moes prof. bestuurs- en instruksietegniekekursusse geslaag het	1 tot 4	10 dae
3.33	Professional mini-bus driver	Must have a valid driver's licence and public transport permit	1 to 5	5 days
Emt. 87-05-23	Professionele mini-bus-bestuurder	Moet in besit wees van 'n geldige bestuurslisensie en 'n openbare vervoerpermit	1 tot 5	5 dae
3.34	G.R.P. laminator	Std 8 and higher	1 to 8	10 days
Natal 87-09-04	G.V.P.-lamineerder	St. 8 en hoër	1 tot 8	10 dae

Gebruik asseblief die kodenommer en titel by die voltooiing van u eise. (Eerste syfer dui die groep aan, tweede syfer dui die betrokke kursus aan.)

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APPENDIX/BYLAE 3

FIELDWORKERS' MANUAL: INTERVIEW SCHEDULE FOR PEOPLE IN SMALL ENTERPRISES

A. BACKGROUND AND AIMS

This project forms part of the National Training Board/HSRC Investigation into Skills Training in South Africa. It aims to find out what skills (for example management and technical skills) are needed by the small businessman to operate a business and the role that training can play in acquiring these skills. We need to know what training would be beneficial to those people who wish to start up, to run or to expand their own businesses and how this training should be given. In order to determine what skills are needed and the role that training can play in acquiring these skills, it is necessary to examine the way in which people in various types of businesses have gone about starting them and conducting them.

We regard this project as very important because it seems likely that many future employment opportunities could be created in successful small businesses. In view of the high level of unemployment in the country at present, the need to create jobs requires urgent consideration. People can create their own jobs by entering into small businesses. They can also create jobs for other people if they are able to run their businesses successfully and expand them. Training can make an important contribution towards successful business ventures.

B. GENERAL REMARKS

Please study this manual and the interview schedule carefully since you need to know exactly what we mean by each question and by each term used in the schedule. It is important for all respondents to attach the same meaning to all questions asked and to interpret all the terms used in this schedule in the same way.

The questions should be asked in the sequence in which they appear in the schedule so that the interview flows smoothly.

Some instructions are given on the actual schedule to make the interview proceed as smoothly as possible. Please follow these instructions carefully otherwise you may ask the respondent questions that he/she will be unable to answer. An example is Question 1.3.1. If the respondent answered "No" to Question 1.3.1 you should go directly to Question 1.4 and ignore the rest of Question 1.3.

Please write the respondent's answers to the questions in his/her own words as we would like to know what the respondent actually said and not what you as the fieldworker thinks he/she meant. If you wish, you can give your interpretation of the respondent's answer by writing it down on a separate piece of paper and attaching it to the appropriate schedule.

Any additional remarks you would like to make about the interview, the way it went and problems experienced, would be most welcome and should also be written down on a separate piece of paper and attached to the schedule.

Where applicable please circle the number next to the respondent's answer to a question (for example circle the number next to a Yes or No response).

C. THE INTERVIEW SCHEDULE

1. BIOGRAPHICAL VARIABLES

In this section we want certain information on the respondent's life circumstances that can be used in the interpretation of their later responses. Age, sex, education and the other variables can all influence opinions, for example older people may have different views on training needs when compared to younger people. It is therefore essential for all the respondents to answer all the questions in this section. The following questions need some explanation:

Questions 1.1 and 1.2

These two questions concerning the sex and population group of the respondent should be filled in by the fieldworker without actually putting them to the respondent. Please indicate the sex and population group of each respondent by circling the appropriate number.

Question 1.3

Question 1.3.1 refers to any formal school education which could have been obtained by attending classes at school or through subscribing to correspondence courses. If the respondent has not

received any schooling, go to Question 1.4, but if he/she has done so, then ask him/her to indicate what the highest class was that he/she has passed.
Question 1.3.3 refers to formal training at a tertiary training institute (technikon, educational college or university) for which a diploma, certificate or degree can be obtained by completing the course. Even if the respondent has not completed the course he/she should still indicate what type of course this was.

Question 1.4

This question again refers to artisan training received at a recognized organization or institution for which one can receive accreditation (for example by taking the relevant practical artisan's examination at Olifantsfontein). Even if the respondent has not completed the course, it is important to note the type of training that he/she received.

Question 1.6.2

This question should be put to all respondents and not only to those that are married. This question refers not only to the respondent's children but also to dependants who are members of the extended family. We are interested in knowing how many people the business actually supports. Some respondents may have large extended families that rely on the business for their subsistence.

Question 1.9

In this question we would like to learn what the respondent understands by the different terms listed. Please refrain from trying to explain the terms to the respondent as this would influence his/her responses.

2. DESCRIPTION OF THE EXISTING ENTERPRISE

In this section we want information from each respondent on the nature of the business. We want to know what type of business it is, for example a butchery, a motor car repair service or a hairdresser, where it is situated, how it operates and how many people are employed there. Please ensure that each respondent answers each applicable question.

Question 2.2

In this question, *all* appropriate sites or premises should be circled. The business may operate from more than one site.

3. THE ORIGINS OF THE ENTERPRISE

In this section we require information on how each enterprise was started, since this will give us an indication of the way in which people go about starting their own businesses and, by implication, how training can help them to do so.

Question 3.2.3

The licence we are referring to is one which legally entitles a person to operate a certain type of business. In the case of a taxi driver it is not a driving licence or a heavy vehicle licence that we are interested in, but rather one which allows him/her to carry out a taxi-driver's business.

4. SKILLS NEEDED FOR RUNNING THE ENTERPRISE

Training can help people to acquire the technical and management skills they need to run a business. In this section we want to find out which skills are important for each type of business. Please ensure that the respondent answers each question.

Question 4.2

In this question a list of skills is presented. A definition of each skill is given below. Please use these and not your own definitions when explaining the terms to the respondents. Ask each respondent to indicate on a five point scale (where 1 = not at all important and 5 = very important) how important *each* skill is in his or her particular type of business. Then ask him/her to indicate the extent to which he/she possesses *each* skill (where 1 = not at all and 5 = very much). Please do not leave any item out.

4.2.1 Planning

The ability to draw up an overall plan so that one can decide in advance *what* to do, *how* to do it, *when* to do it and *who* is to do it in the short term future (two to three years).

4.2.2 Budgeting

The ability to draw up a financial plan, showing income and expenditure, according to which operations for the following year could be performed.

4.2.3 Purchasing

The ability to obtain materials, supplies and equipment for use by the company or for resale at competitive prices.

4.2.4 Invoicing

The ability to draw up a list of the goods to be sent out or services to be performed showing the quantity and price of each item or the amount to be charged for the service.

4.2.5 Costing

The ability to decide on what the cost of a product or a service should be, taking initial costs and the profit to be made into account.

4.2.6. Bookkeeping

The ability to record, classify and summarise income and expenditure in terms of rands and cents.

4.2.7 Stock/Inventory control

The ability to keep records of raw materials, goods in the process of manufacture, finished goods, supplies and merchandise in such a way that profits are maximized and losses minimized.

4.2.8 Handling credit and debt

The ability to handle money with which to do business. Credit means money that can be obtained from the bank as well as money that is owed to the small businessman, while debt means paying back those people whom the respondent owes money or goods. This aspect is directly related to bookkeeping.

4.2.9 Understanding contracts

The ability to draw up business agreements for the supply and demand of goods or the performance of work of a consistent quality, at a specific price, to be completed at a specified date and to understand that such a contract is enforcable by law.

4.2.10 Handling customers

The ability to satisfy customers and the persons with whom one is doing business as well as the handling of complaints.

4.2.11 Handling staff/employees

The ability to work with the people in one's employment, to deal with their needs and to agree on duties to be performed, salaries to be paid as well as other benefits.

4.2.12 Handling repayments

The ability to repay loans obtained from a financial institute, organization or an individual and to repay other debts.

4.2.13 Preparing financial statements

The ability to draw up the final accounts at the end of a financial period (trading account, profit and loss/income and expenditure account and balance sheet) as well as supporting documents.

4.2.14 Handling security

The ability to develop a system through which the safety of the organization against theft is guaranteed.

4.2.15 Selling/Marketing

The ability to sell one's products or services to another person who needs them.

4.2.16 Investing profits

The ability to use the money that was made during the financial period to buy more raw material for the production of more goods or services or to expand the business.

5. PROBLEMS EXPERIENCED IN RUNNING THE BUSINESS

This section examines the problems (for example obtaining licences, acquiring the necessary capital) that people may experience in running a business, which in turn could give an indication of how training can help to avoid problems. Please ask the respondent to answer each question.

Question 5.1

In this question a list of possible problems is presented. A definition of each problem is given below and you are requested to use these and not your own definitions when explaining to the respondent what each term means. Please ask the respondent to indicate whether or not he/she has experienced *each* problem and if so, ask him/her to describe the problem and to indicate whether or not he/she could solve it.

5.1.1 Acquiring capital

Being able to obtain money to start and/or to run the business through a financial institute, an organization or an individual.

5.1.2 Obtaining business premises

Being able to obtain a suitable site or premises from where the respondent could run his/her business. This could be any site or any type of premise (see Question 2.2.).

5.1.3 Obtaining raw materials/goods to sell

Being able to obtain the necessary raw materials in the correct quantity and of satisfactory quality to use in either manufacturing another product or for resale.

5.1.4 Obtaining suitable equipment, etc.

Being able to get hold of the necessary equipment, tools and machinery to run the respondent's specific type of business.

5.1.5 Dealing with regulations

Being able to understand, interpret and follow the regulations put forward by the local authority or government concerning the specific business of the respondent.

5.1.6 Manufacturing products of a consistently high standard

Being able to continue to manufacture products of the same high quality over a period of time.

5.1.7 Coping with competition

Being able to deal with other people manufacturing the same products or rendering the same services.

5.1.8 Obtaining transport

Being able to obtain either a vehicle of one's own or hiring a vehicle from another person so as to be able to deliver one's product/service to the customer or to the point of sale from the point of manufacture.

5.1.9 Marketing your product/Finding customers

Being able to sell one's product/services to others or finding out about people who need the products or services one is rendering and to come into contact with them to inform them of what one can offer.

5.1.10 Obtaining staff

Being able to get people with the appropriate skills and experience that are needed in the business to work for one.

5.1.11 Keeping staff

After obtaining staff being able to get them to remain in one's service by giving them good job opportunities and competitive salaries and benefits.

5.1.12 Repaying debts

Being able to keep up with the repayments of loans obtained from a financial institute, organization or any other individual.

6. LEARNING TO RUN A SMALL BUSINESS

This section covers formal (attending courses) and informal (mentorship and counselling) training as well as experience. The respondent's opinion on the importance of each of these in helping him/her to run the business can give us an indication of what training is needed for small business development and how to go about it.

Question 6.1

In this question we are interested in finding out what training, in addition to the formal postschool education mentioned in question 1.3.3, for example a degree or a diploma, the respondent has received to help him/her to conduct a business. This training includes seminars and correspondence courses.

7. SUCCESS OF THE BUSINESS AND FUTURE PLANS

In this section, success of the business in the opinion of the respondent is determined. Success can be linked to the training he/she has received. The questions are self-explanatory.

8. COMMUNITY SUPPORT AND MEMBERSHIP OF SMALL BUSINESS ASSOCIATIONS

The success of a business often depends on the networks that are established between the business and the community in which the business operates. These can be formal or informal networks. Training can be directly linked to the support systems that exist in a community.

Question 8.1

This question refers to people in the community who place orders with, buy from, supply raw materials to or who support the business in any other way. Can the respondent rely on the community for his/her business or is it necessary to look outside the community for business?

9. BEST AND WORST ASPECTS OF HAVING YOUR OWN BUSINESS

Factors that encourage people to remain in their own business (for example independence) as well as those who discourage them from doing so (for example waiting to be paid) are explored by these questions. These examples are for your information only. Please do *not* give them as examples to the respondents. We want their spontaneous answers.

D. FINAL NOTE

Once you have gone through the schedule, please go back and page through it to make sure that you have not left out any questions. Good luck and thank you.

INTERVIEW SCHEDULE FOR PEOPLE IN SMALL ENTERPRISES

Please circle all answers where applicable, e.g. 1

		Office use	
Card number		1	1
Record number			2- 4

1. BIOGRAPHICAL VARIABLES
(To be answered by all respondents)

1.1 **Sex:**

Male	1		
Female	2		5

1.2 **Population group**
(Please circle the population group of the respondent)

Asian 1 Black 2 Coloured 3 White 4 — 6

1.3 **Education:**

1.3.1 Have you attended school? Yes 1 No 2 — 7

No → Go to question 1.4

1.3.2 (If the respondent answered **Yes**)

(a) What was the highest class you passed at school? ____________ — 8-9

1.3.3 (a) Have you received any formal postschool education? Yes 1 No 2 — 10

No → Go to question 1.4

Office use

(If the respondent answered **yes**)
(b) What did you study?

____

____

____ ☐☐ 11-12

1.4 **Artisan or technical training**

Have you received any artisan or technical training? Yes ☐ 1 No ☐ 2 ☐ 13

Go to question 1.5

(If the respondent answered **yes**)
(a) What type of training?

____

____

____ ☐☐ 14-15

1.5 **Age**

What was your age on your last birthday? __________ years ☐☐ 16-17
(If unknown, ask respondent to estimate)

1.6 **Marital status**

1.6.1 Are you married? Yes ☐ 1 No ☐ 2 ☐ 18

1.6.2 Do you have any dependants? (e.g. children, grandparents, brothers or sisters) Yes ☐ 1 No ☐ 2 ☐ 19

Go to question 1.7

(If the respondent answered **yes**)
(a) How many of these dependants are children under 18 years N = ________ ☐☐ 20-21

(b) How many of these dependants are children over 18 years? N = ________ ☐☐ 22-23

Office use

(c) How many other dependants? (e.g. grandparents, brothers or sisters) N = ________ 24-45

1.7 Exposure to a business environment

1.7.1 Did you have any exposure to a business environment before you started working (for example, helping in your father's business)? Yes ☐1 No ☐2 26

Go to question 1.8

(If the respondent answered **yes**)

(a) Please describe this exposure________________

____

________________________________ 27-28

________________________________ 29-30

1.8 Previous work experience

1.8.1 Did you have any previous work experience before starting your present business? Yes ☐1 No ☐2 31

Go to question 1.9

(If the respondent answered **yes**)

(a) How many years of experience have you had as an employee? (in someone else's organization) ________ years 32-33

(b) What type of work did you do? ________

________________________________ 34-35

________________________________ 36-37

____

Office use

(c) How many years of experience have you had in self-employment in a **previous** business? (Do **not** include years of experience in the **present** business) ________ years ☐☐ 38-39

(d) What type of business was it? ____________

____ ☐☐ 40-41

____ ☐☐ 42-43

____

____

1.9 Business concepts

1.9.1 What do you understand by the term **loan?** ☐☐ 44-45

____

1.9.2 What do you understand by the term **banking?** ☐☐ 46-47

____

1.9.3 What do you understand by the term **invoice?** ☐☐ 48-49

____

1.9.4 What do you understand by the term **credit?** ☐☐ 50-51

____

1.9.5 What do you understand by the term **profit?** ☐☐ 52-53

____

1.9.6 What do you understand by the term **debt?** ☐☐ 54-55

____

1.9.7 What do you understand by the term **repayment?** ☐☐ 56-57

____

			Office use
1.9.8 Do you think you need to understand these terms to run a business?	Yes 1	No 2	58
Please give the main reason for your answer ______________________________			59-60

2. DESCRIPTION OF THE EXISTING ENTERPRISE

2.1 Economic sector

(Circle **one** appropriate answer)

2.1.1 Is this business in the:

(a) Informal sector (not registered or licenced)	1	
(b) Semi-formal sector (receives some recognition from the authorities e.g. hawkers' licence)	2	61
(c) Formal sector (fully licenced and registered)	3	

2.2 Business site

Where is your business situated or from where do you operate your business? (Circle **all** appropriate sites)

At a private residence	1	62
In an industrial park	2	
In a building in a business zone	3	63
On a street pavement	4	
In a shop	5	64
In a garage	6	
On a market	7	

Office use

Any other site (please write down full details)

____

____

______________________________ ☐☐ 65-66

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2.3 **Ownership of the business** 2 1

Are you the sole owner of the enterprise? Yes 1 No 2 ☐ 5

Go to question 2.3.2

(If the respondent answered **No**)

2.3.1 How many other owners are there? N = ______ ☐☐ 6-7

2.3.2 Does your family have a role to play in the running of the business? Yes 1 No 2 ☐ 8

Go to question 2.3.3

(If the respondent answered **yes**)

(a) Please describe this role ____________

______________________________ ☐☐ 9-10

2.3.3 Who makes most of the business decisions?

______________________________ ☐☐ 11-12

2.3.4 Is this business part of a franchise? Yes 1 Unsure 2 No 3 ☐ 13

Go to question 2.4

Office use

If "Yes or Unsure"
Please describe these franchise arrangements

____

____

____ 14-15

2.4 Employees

2.4.1 Are there any people working as employees for this business? Yes 1 No 2 16

Go to question 2.5

(If the respondent answered **yes**)

2.4.2 How many people are **paid** employees of the business?

(a) Full-time (8 hours a day)

Males = ______ Females = ______ 17 20

(b) Part-time (4 or 5 hours a day)

Males = ______ Females = ______ 21 24

2.4.3 Do you employ any casual workers? Yes 1 No 2 25

Go to question 2.4.4

(If respondent answered **yes**)

(a) When do you employ them (e.g. Saturday mornings, at Christmas time, when a contract has been obtained)?

____

____ 26-27

(b) How many people are involved in casual employment?

Males = ______ Females = ______ 28 31

Office use

2.4.4 Are any of your employees given food and accommodation? Yes ☐ 1 No ☐ 2 — 32

Go to question 2.4.5

(If the respondent answered **yes**)
Is this in addition to cash payments ☐ 1
Instead of cash payments ☐ 2 — 33

2.4.5 How did you go about getting employees to work for you?

____

______________________________ — 34-35

____

2.5 Nature of the enterprise

2.5.1 What type of business is this? (Give a brief description, e.g. a tavern, a gardening service)

____

____

______________________________ — 36-37

2.5.2 Do you make any products (chairs, knitwear, components) for a larger product? Yes ☐ 1 No ☐ 2 — 38

Go to question 2.5.3

(If the respondent answered **yes**)
Please describe the product/s that you make

____

____

______________________________ — 39-40

Office use

2.5.3 Do you offer any services (e.g. hairdressing, printing, maintenance, repairs)? Yes ☐ 1 No ☐ 2 — 41

Go to question 2.6.1

(If the respondent answered **yes**)
Please describe the service

____

______________________________ — 42-43

____

2.6 Infrastructure available to the business

2.6.1 Are the following facilities available to you at the business?

(a) Electricity	Yes	1	No	2	44
(b) Telephones	Yes	1	No	2	45
(c) Running water and toilet facilities	Yes	1	No	2	46

2.6.2 Where do you store your materials or merchandise?

____

______________________________ — 47-48

____

2.6.3 What transport or distribution facilities do you have available to you?

____

______________________________ — 49-50

____

Office use

2.7 Capital goods

Which of the following are available to your business?

(a) Office equipment	Yes	1	No	2	☐	51
(b) Small tools for manufacturing goods	Yes	1	No	2	☐	52
(c) Machinery for manufacturing goods	Yes	1	No	2	☐	53
(d) Your own building	Yes	1	No	2	☐	54

2.8 Working hours

2.8.1 What hours of the day/night is the business open? ☐☐☐☐ 55 58

2.8.2 Which days of the week is the business open? ______________________ ☐☐ 59-60

3. THE ORIGINS OF THE ENTERPRISE

3.1 Motivation to start the business

3.1.1 In which year did you start this business? 19 __________ ☐☐ 61-62

3.1.2 What motivated you to start your own business?

____

____

______________________________ ☐☐ 63-64

3.1.3 Why this type of business?

____

____

______________________________ ☐☐ 65-66

Office use

3.2 Phases in starting the business

3.2.1 What was the first step you took to start the business?

____

____

________________________________ ☐☐ 67-68

3.2.2 How did you obtain finance to start the business?

____

____

________________________________ ☐☐ 69-70

3.2.3 Did you attempt to obtain a licence to carry out your business? Yes 1 No 2 ☐ 71

Go to question 3.2.4

(If the respondent answered yes)

(a) How did you go about obtaining a licence?

____

____

________________________________ ☐☐ 72-73

(b) How successful were you?

____

____

________________________________ ☐☐ 74-75

MJ32A 76-80

Office use

3

3.2.4 How did you go about obtaining premises or deciding on a suitable site for the business?

____

____

______________________________ ☐☐ 5-6

3.2.5 How were the raw materials or the goods to sell originally obtained?

____

____

______________________________ ☐☐ 7-8

3.2.6 How did you go about getting customers?

____

____

______________________________ ☐☐ 9-10

4. SKILLS NEEDED FOR RUNNING THE ENTERPRISE

4.1 Do you need any **technical skills** to run the business? (for example hairdressing, knitting, carpentry, metalwork, repair) Yes 1 No 2 ☐ 11

Go to question 4.2

(If the respondent answered **yes**)
(a) Please describe these skills

____

____

______________________________ ☐☐ 12-13

Office use

(b) To what extent do you have these skills?

Not at all	1	2	3	4	5	Very much

14

(c) How did you obtain them? (e.g. through experience)

____

____

____

15-16

4.2 Business skills

Please ask respondent for **each** item below

(a) how important **each** skill is in the particular type of business

(b) to what extent he/she possesses that skill

	How important is this skill in your type of business?					To what extent do you possess this skill?					Office use
	Very important				Not at all important	Not at all				Very much	
4.2.1 Planning	1	2	3	4	5	1	2	3	4	5	17-18
4.2.2 Budgeting	1	2	3	4	5	1	2	3	4	5	19-20
4.2.3 Purchasing	1	2	3	4	5	1	2	3	4	5	21-22
4.2.4 Invoicing	1	2	3	4	5	1	2	3	4	5	23-24
4.2.5 Costing	1	2	3	4	5	1	2	3	4	5	25-26
4.2.6 Bookkeeping	1	2	3	4	5	1	2	3	4	5	27-28
4.2.7 Stock/inventory control	1	2	3	4	5	1	2	3	4	5	29-30
4.2.8 Handling credit and debt	1	2	3	4	5	1	2	3	4	5	31-32
4.2.9 Understanding contracts	1	2	3	4	5	1	2	3	4	5	33-34
4.2.10 Handling customers	1	2	3	4	5	1	2	3	4	5	35-36
4.2.11 Handling staff/employees	1	2	3	4	5	1	2	3	4	5	37-38

5. PROBLEMS EXPERIENCED IN RUNNING THE BUSINESS

5.1 (Please ask the respondent for **each** item below

(a) whether or not he/she experiences **each** problem.
(b) **If a particular problem is experienced,** ask respondent to **describe** the problem.
(c) Then ask him/her whether it was possible so **solve** the problem.

Possible problem area	(a) (Ask all respondents) Have you experienced this problem?		(b) (If the respondent said yes to (a)) Describe the main problem	(c) Could you solve the problem?		Office use
5.1.1 Acquiring capital	Yes	No		Yes	No	5 7
	1	2		1	2	8
5.1.2 Obtaining business premises						9 11
	1	2		1	2	12
5.1.3 Obtaining raw materials/goods to sell						13 15
	1	2		1	2	16

Possible problem area	(a) (Ask all respondents) Have you experienced this problem?		(b) (If the respondent said yes to (a)) Describe the main problem	(c) Could you solve the problem?		Office use
	Yes	No		Yes	No	
5.1.4 Obtaining suitable equipment, tools and machinery	1	2		1	2	17 19 20
5.1.5 Dealing with regulations (for example municipal regulations and legal requirements	1	2		1	2	21 23 24
5.1.6 Manufacturing products of a consistently high standard	1	2		1	2	25 27 28
5.1.7 Coping with competition	1	2		1	2	29 31 32

Possible problem area	(a) (Ask all respondents) Have you experienced this problem?		(b) (If the respondent said yes to (a)) Describe the main problem	(c) Could you solve the problem?		Office use
	Yes	No		Yes	No	33 35
5.1.8 Obtaining transport for the distribution of your goods	1	2		1	2	36
						37 39
5.1.9 Marketing your products and/or finding customers to buy them	1	2		1	2	40
						41 43
5.1.10 Obtaining staff	1	2		1	2	44
						45 47
5.1.11 Keeping staff	1	2		1	2	48
						49 51
5.1.12 Repaying debts	1	2		1	2	52

Office use

5.2 Other problems

5.2.1 Are there any additional problems that you would like to mention? Yes ☐ 1 No ☐ 2 — 53

Go to question 6.1

(If the respondent answered **yes**)

(a) What are these additional problems?

____

______________________________ — 54-55

____

6. LEARNING TO RUN A SMALL BUSINESS

6.1 Training that you received

6.1.1 Did you personally receive any business training by attending any courses? Yes ☐ 1 No ☐ 2 — 56

Go to question 6.2

(If the respondent answered **yes**)

(a) From whom was it received?

____

______________________________ — 57-58

____

(b) Describe the contents of the course/s

______________________________ — 59-60

______________________________ — 61-62

______________________________ — 63-64

MJ32A — 76-80

Office use

5 1

(c) Did you receive a diploma or certificate at the end of the course? Yes 1 No 2 5

(d) How useful was this training in helping you to run your business?

Not at all useful ← 1 2 3 4 5 → Very useful 6

(e) Please give the main reason for your answer

____

________________________________ 7-8

____

6.1.2 What advice would you give to someone wishing to start his/her own business?

____

________________________________ 9-10

________________________________ 11-12

6.1.3 Did you receive any help, advice or consultations or counselling related to running your business? Yes 1 No 2 13

↓

Go to question 6.2

(If the respondent answered **yes**)

(a) From whom was this help or advice received?

____

________________________________ 14-15

____

	Office use
(b) Please describe the type of help or advice you were given	
	☐☐ 16-17
(c) Is this help or advice	
(i) Ongoing ☐ 1 or was it	
(ii) over a limited time ☐ 2 ?	☐ 18
(d) How useful was this help or advice in helping you to run your business?	
Not at all useful ☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 Very useful	☐ 19
Please give the main reason for your answer	
	☐☐ 20-21

6.2 General training

6.2.1 What training do you think is needed to help people to set up a small business?	
	☐☐ 22-23
6.2.2 What training do you think is needed to help people to run their businesses efficiently?	
	☐☐ 24-25

Office use

6.2.3 What training do you feel is needed to help people to improve on and to expand their businesses?

____

____

______________________________ 26-27

6.3 The role of experience

6.3.1 Please describe what you have learned through experience that has helped you to run your business

____

____

______________________________ 28-29

6.3.2 Would you say that experience is the best teacher? Yes 1 No 2 30

6.3.3 Please give the main reason for your answer

____

____

______________________________ 31-32

7. SUCCESS OF THE BUSINESS AND FUTURE PLANS

7.1 Do you keep records of the financial aspects of your business? Yes 1 No 2 33

Yes → Go to question 7.2

(If the respondent answered **no**)
(a) Why don't you keep records?

____

____

______________________________ 34-35

Office use

7.2 Do you think that your business is successful? Yes 1 No 2 — 36

(a) Please give the main reason for your answer

____

____

______________________________ — 37-38

7.3 Do you plan to stay on in the business? Yes 1 No 2 — 39

(a) Please give the main reason for your answer

____

____

______________________________ — 40-41

7.4 Do you plan to expand the business within the next three years? Yes 1 No 2 — 42

(a) Please give the main reason for your answer

____

____

______________________________ — 43-44

8. COMMUNITY SUPPORT AND MEMBERSHIP OF SMALL BUSINESS ASSOCIATIONS

8.1 Does the community in which the business is situated support your business? Yes 1 No 2 — 45

(a) Please give the main reason for your answer

____

____

______________________________ — 46-47

Office use

8.2 Do you have any contact with others in a similar business? Yes ☐ 1 No ☐ 2 — 48

→ (No) **Go to question 8.3**

(If the respondent answered **yes**)
(a) Please describe the type of contact

____

____

______________________________ — 49-50

8.3 Are you aware of any association looking after the interests of people in your type of business? Yes ☐ 1 No ☐ 2 — 51

→ (No) **Go to question 8.4**

(If the respondent answered **yes**)
(a) Are you a member of this association? Yes ☐ 1 No ☐ 2 — 52

8.4 What, in your opinion, is the main advantage of belonging to a small business association?

____

____

______________________________ — 53-54

8.5 What is the main disadvantage of belonging to a small business association?

____

____

______________________________ — 55-56

Office use

9. BEST AND WORST ASPECTS OF HAVING YOUR OWN BUSINESS

9.1 What, in your opinion, is the best thing about having your own business?

____

____

______________________________ 57-58

9.2 What, in your opinion, is the worst thing about having your own business?

____

____

______________________________ 59-60

MJ32A 76-80

THANK YOU FOR YOUR CO-OPERATION

Office use

QUESTIONNAIRE FOR PERSONNEL OF SMALL BUSINESS DEVELOPMENT AGENCIES

Please circle ① each applicable answer

Card number 1 | 1

Record number ☐☐☐ | 2-4

1.1 SEX

Male	1
Female	2

☐ | 5

1.2 EDUCATION

1.2.1 What was the highest class that you passed at school? ______________

☐☐ | 6-7

1.2.2 Have you received any formal postschool education?

Yes	1
No	2

☐ | 8

☐☐ | 9-10

(a) If yes: What is your highest academic qualification?
(e.g. B.A. degree, Management Diploma)

____

____

☐☐ | 11-12

1.2.3 Have you received any other formal training?
(e.g. Typing course, computer programming)

Yes	1
No	2

☐ | 13

(a) If yes: Please describe this training

____

____

☐☐ | 14-15

Office use

1.3 AGE

What was your age on your last birthday?

_________ years ☐☐ 16-17

1.4 PRESENT WORK SITUATION

1.4.1 What position do you hold in the organization for which you work? (e.g. counsellor).

____

_______________________________________ ☐☐ 18-19

1.5 What percentage of your time at work is spent on each of the following: ☐☐ 20-21

Training	____________ %	☐☐	22-23
Consulting	____________ %		
Counselling	____________ %	☐☐	24-25
Management and administration	____________ %		
Other tasks (specify)	____________ %	☐☐	26-27
____________________		☐☐	28-29
TOTAL	100 %		

2. WHO SHOULD LEARN ABOUT THE FUNCTIONING OF SMALL BUSINESSES

2.1 In this section we want your opinion concerning various groups of people and what they should learn about small businesses. In the table below, please indicate

- (a) whether or not you think **each** group should learn about the functioning of small businesses
- (b) If so, should this group learn through
  - (i) exposure to a situation, to become familiar with it,
  - (ii) education to obtain a general background knowledge,
  - (iii) training to acquire specific skills.
- (c) Then indicate exactly what each group should learn (for example financial management)

Group	(a) Should this group learn about small businesses?		(b) If yes, type of learning			(c) What should this group learn? (e.g. financial management)	Office use
	Yes	No	Exposure	Education	Training		
2.1.1 Primary school pupils	1	2	1	2	3		30-31 32-33
2.1.2 Secondary school pupils	1	2	1	2	3		34-35 36-37
2.1.3 Tertiary level students	1	2	1	2	3		38-39 40-41

Group	(a) Should this group learn about small businesses? Yes	No	(b) If yes, type of learning Exposure	Education	Training	(c) What should this group learn? (e.g. financial management)	Office use
2.1.4 The unemployed	1	2	1	2	3		|__| 42-43 |__| 44-45
2.1.5 Prospective entrepreneurs	1	2	1	2	3		|__| 46-47 |__| 48-49
2.1.6 Businessmen in the informal sector	1	2	1	2	3		|__| 50-51 |__| 52-53
2.1.7 Businessmen in the formal sector	1	2	1	2	3		|__| 54-55 |__| 56-57

Group	(a) Should this group learn about small businesses?		(b) If yes, type of learning			(c) What should this group learn? (e.g. financial management)	Office use
	Yes	No	Exposure	Education	Training		
2.1.8 Staff of small business development agencies	1	2	1	2	3		58-59 60-61
2.1.9 Other training staff (for example artisan instructors)	1	2	1	2	3		62-63 64-65
2.1.10 Bankers and financiers	1	2	1	2	3		66-67 68-69
2.1.11 Government officials (for example policemen, traffic policemen, clerks issuing licences)	1	2	1	2	3		70-71 72-73

Group	(a) Should this group learn about small businesses?		(b) If yes, type of learning			(c) What should this group learn? (e.g. financial management)	Office use	
	Yes	No	Exposure	Education	Training			
							MJ32B	76-80
2.1.12 Any other group (please specify)________ ________	1	2	1	2	3		2	1
							☐☐	5-6
							☐☐	7-8
							☐☐	9-10

3. SKILLS NEEDED FOR RUNNING A SMALL BUSINESS

3.1 Please indicate in the table below
- (a) whether or not you think that each of the following skills is essential in order to run a small business
- (b) If a particular skill is essential, what is the best way to acquire it? (for example through schooling)

	(a) Is this skill essential?			(b) If yes, what is the best way to acquire it? (e.g. experience, exposure, education, training, learning from others)	Office use
	Yes	Sometimes	No		
3.1.1 Technical skills (e.g. manufacturing, maintenance, repair skills)	1	2	3		11 - 13
3.1.2 Financial and administrative skills (e.g. bookkeeping)	1	2	3		14 - 16
3.1.3 Management skills (e.g. planning market analysis	1	2	3		17 - 19

	(a) Is this skill essential?			(b) If yes, what is the best way to acquire it? (e.g. experience, exposure, education, training, learning from others)	Office use
	Yes	Sometimes	No		
3.1.4 Entrepreneurial skills (identifying business opportunities, generating business ideas)	1	2	3		20 - 22
3.1.5 Marketing and selling skills	1	2	3		23 - 25
3.1.6 Interpersonal skills (e.g. communication	1	2	3		26 - 28
3.1.7 Other skills (please specify) (1) ____________	1	2	3		29 - 32
(2) ____________	1	2	3		33 - 36
(3) ____________	1	2	3		37 - 40

Office use

4. SELECTION OF TRAINEES FOR ACQUIRING BUSINESS SKILLS

In this section we would like you to focus on the type of trainee you would select for training to acquire business skills

- By training is meant **any** learning intervention technique including counselling and consulting, as well as formal training to acquire business skills.

4.1 Do you think that candidates should be selected for business training? Yes ☐ Unsure ☐ No ☐ ☐ 41

Please give the main reason for your answer

____

______________________________ ☐☐ 42-43

4.2 Suitable candidates

4.2.1 What, if any, **personality characteristics** do you think are important for candidates to have for business training or learning interventions?

____

______________________________ ☐☐ 44-45

(a) Please give the main reason for your answer

____

______________________________ ☐☐ 46-47

4.2.2 What, if any, **basic knowledge and skills** do you think are important for candidates to have for business training or learning interventions?

____

______________________________ ☐☐ 48-49

(a) Please give the main reason for your answer

____

______________________________ ☐☐ 50-51

Office use

4.2.3 What, if any, **business background** do you think is necessary for candidates to have for business training or learning interventions?

____

______________________________ 52-53

(a) Please give the main reason for your answer

____

______________________________ 54-55

4.2.4 Please list any **other** characteristics that you think should be taken into account for candidates to have for business training

(1) ______________ (4) ______________ 56-57 58-59

(2) ______________ (5) ______________ 60-61 62-62

(3) ______________ (6) ______________ 64-65 66-67

MJ23B 76-80

5. CONTENT OF TRAINING (INCLUDING COUNSELLING AND CONSULTING)

Office use

3 | 1

5.1 **The informal sector** (a business which is not fully registered or licenced)
We would now like you to focus on the **informal sector**. In the table below please indicate
(a) to what extent **each** of the following should be included in a business training programme or learning intervention situation in the **informal** sector
(b) Then give a reason for your answer

Topic	(a) Extent to which this should be included in training for informal sector					(b) Reason for your answer	Office use
	Not at all				Very much		
5.1.1 Awareness training (benefits and pitfalls of small businesses	1	2	3	4	5		5 - 7
5.1.2 Inspirational training (encouragement to start a business	1	2	3	4	5		8 - 10
5.1.3 Basic business concepts (e.g. supply, demand, free market)	1	2	3	4	5		11 - 13
5.1.4 Technical training for manufacturing (e.g. carpentry)	1	2	3	4	5		14 - 16
5.1.5 Administrative management training (e.g. bookkeeping, planning)	1	2	3	4	5		17 - 19

Topic	(a) Extent to which this should be included in training for informal sector					(b) Reason for your answer	Office use
	Not at all				Very much		
5.1.6 Identifying the market	1	2	3	4	5		20 - 22
5.1.7 Financial management training (e.g. investments of profits)	1	2	3	4	5		23 - 25
5.1.8 Training to acquire entrepreneurial characteristics (e.g. identifying business opportunities and business ideas)	1	2	3	4	5		26 - 28
5.1.9 Legal training as it affects small businesses	1	2	3	4	5		29 - 31
5.1.10 Training on how to acquire materials	1	2	3	4	5		32 - 34
5.1.11 Training on methods of distribution	1	2	3	4	5		35 - 37

Topic	(a) Extent to which this should be included in training for informal sector					(b) Reason for your answer	Office use
	Not at all				Very much		
5.1.12 Training to acquire inter-personal skills	1	2	3	4	5		38 - 40
5.1.13 Marketing and selling training	1	2	3	4	5		41 - 43
5.1.14 Training to prepare business proposal for consideration by financial institutions	1	2	3	4	5		44 - 46

5.1.15 What, if any, other type of training should be included in such a programme for the **informal** sector?

(1)	______________	(4)	______________	47-48	49-50
(2)	______________	(5)	______________	51-52	53-54
(3)	______________	(6)	______________	55-56	57-58

MJ23B 76-80

5.2 **The formal sector:** (a business which is fully registered or licenced)
We would now like you to focus on the **formal** sector
In the table below please indicate

(a) to what extent **each** of the following should be included in a business training programme or learning intervention situation in the **formal** sector
(b) Then give a reason for your answer

Office use

4 1

Topic	(a) Extent to which this should be included in training for formal sector					(b) Reason for your answer	Office use
	Not at all				Very much		
5.2.1 Awareness training (benefits and pitfalls of small businesses	1	2	3	4	5		5 - 7
5.2.2 Inspirational training (encouragement to start a business	1	2	3	4	5		8 - 10
5.2.3 Basic business concepts (e.g. supply, demand, free market)	1	2	3	4	5		11 - 13
5.2.4 Technical training for manufacturing (e.g. carpentry)	1	2	3	4	5		14 - 16
5.2.5 Administrative management training (e.g. bookkeeping, planning)	1	2	3	4	5		17 - 19

Topic	(a) Extent to which this should be included in training for formal sector					(b) Reason for your answer	Office use
	Not at all				Very much		
5.2.6 Identifying the market	1	2	3	4	5		20 - 22
5.2.7 Financial management training (e.g. investments of profits)	1	2	3	4	5		23 - 25
5.2.8 Training to acquire entrepreneurial characteristics (e.g. risk taking, assuming responsibility	1	2	3	4	5		26 - 28
5.2.9 Legal training as it affects small businesses	1	2	3	4	5		29 - 31
5.2.10 Training on how to acquire materials	1	2	3	4	5		32 - 34
5.2.11 Training on methods of distribution	1	2	3	4	5		35 - 37

Topic	(a) Extent to which this should be included in training for formal sector					(b) Reason for your answer	Office use
	Not at all				Very much		
5.2.12 Training to acquire interpersonal skills	1	2	3	4	5		38 - 40
5.2.13 Marketing and selling training	1	2	3	4	5		41 - 43
5.2.14 Training to prepare business proposals for consideration by financial institutions	1	2	3	4	5		44 - 46

5.2.15 What, if any, other type of training should be included in such a programme for the **formal** sector?

(1) ______________________	(4) ______________________	47-48	49-50
(2) ______________________	(5) ______________________	51-52	53-54
(3) ______________________	(6) ______________________	55-56	57-58

Office use

5.3 At which stage in the business is training or a learning intervention technique most important? Please circle only one stage

(a) When starting a business	1
(b) When the business is running	2
(c) When the business is expanding	3

59

Please give the main reason for your answer

______________________________ 60-61

______________________________ MJ32B 76-80

6. METHODS OF LEARNING

Please indicate in the table below
(a) the usefulness of each of the following methods of learning to acquire business skills
(b) Then give a reason for your answer

Method of learning	(a) Usefulness of learning method					(b) Reason for your answer	Office use
	Not at all				Very much		5 1
6.1.1 Formal classroom instruction	1	2	3	4	5		5 - 7
6.1.2 Participative workshops and small group discussions	1	2	3	4	5		8 - 10
6.1.3 Case studies	1	2	3	4	5		11 - 13
6.1.4 Visits to successful small businesses	1	2	3	4	5		14 - 16
6.1.5 Talks by small businessmen	1	2	3	4	5		17 - 19
6.1.6 Talks by suppliers and customers	1	2	3	4	5		20 22

Method of learning	(a) Usefulness of learning method					(b) Reason for your answer	Office use
	Not at all				Very much		
6.1.7 Talks by bankers and financiers	1	2	3	4	5		23 - 25
6.1.8 Individual consultations	1	2	3	4	5		26 - 28
6.1.9 Individual counselling	1	2	3	4	5		29 - 31
6.1.10 Role playing situations	1	2	3	4	5		32 - 34
6.1.11 On the job advice and mentoring	1	2	3	4	5		35 - 37
6.1.12 Self-instruction programmes	1	2	3	4	5		38 - 40

Method of learning	(a) Usefulness of learning method					(b) Reason for your answer	Office use
	Not at all useful				Very useful		
6.1.13 Videos depicting business situations	1	2	3	4	5		41 - 43
6.1.14 Other training methods Please specify							
(i) ______	1	2	3	4	5		44 - 48
(ii) ______	1	2	3	4	5		49 - 53
(iii) ______	1	2	3	4	5		54 - 58

MJ32B 76 - 90

7. SELECTION OF TRAINERS, CONSULTANTS, COUNSELLORS OR INSTRUCTORS

The term trainer refers to anyone who gives training, consultations or counselling to small businessmen as a paid service

Please indicate in the table below

(a) whether or not each of the following can be used as trainers

(b) Then, if so, please indicate in what capacity they can be used (for example as mentors, educators, or counsellors)

	(a) Can this group be used for training?			(b) If yes or uncertain, in what capacity? (e.g. as a counsellor)	Office use
					6 1
	Yes	Uncer-tain	No		
7.1.1 School teachers	1	2	3		5 - 7
7.1.2 University lecturers	1	2	3		8 - 10
7.1.3 People with artisan skills	1	2	3		11 - 13
7.1.4 People with small business experience	1	2	3		14 - 16
7.1.5 Retired businessmen	1	2	3		17 - 19

	(a) Can this group be used for training?			(b) If **yes** or **uncertain**, in what capacity? (e.g. as a counsellor)	**Office use**
	Yes	Uncertain	No		
7.1.6 Bankers and financial experts	1	2	3		20 - 22
7.1.7 University students	1	2	3		23 - 25
7.1.8 Management consultants	1	2	3		26 - 28
7.1.9 Psychologists and sociologists	1	2	3		29 - 31
7.1.10 Other (please specify)					
(1) ______	1	2	3		32 - 36
(2) ______	1	2	3		37 - 41
(3) ______	1	2	3		42 - 46
(4) ______	1	2	3		47 - 51

Office use

7.2 Can government officials be trained to become facilitators of small businesses? Yes 1 Uncertain 2 No 3 ☐ 52

Please give the main reason for your answer

____

______________________________ ☐☐ 53-54

____

7.3 What formal qualifications, if any, do you think trainers (including consultants and counsellors) should have?

____

______________________________ ☐☐ 55-56

7.4 What, if any, personality traits do you think these trainers should have?

____

______________________________ ☐☐ 57-58

____

7.5 What sort of business experience, if any, do you think these trainers should have?

____

______________________________ ☐☐ 59-60

____

7.6 Can people with fairly low education, but who are willing and have the ability to interact with others be trained as rural business counsellors?

Yes 1 Uncertain 2 No 3 ☐ 61

Office use

Please give the main reason for your answer

____

______________________________________ ☐☐ 62-63

____

8. TRAINING STANDARDS

8.1 Does your organization evaluate the training that it offers? Yes ☐1 No ☐2 ☐ 64

If yes, how does it do so?

____

______________________________________ ☐☐ 65-66

____

8.2 How, in your opinion, can the quality of training be objectively assessed?

____

______________________________________ ☐☐ 67-68

____

8.3 Is it, in your opinion, desirable that training be standardised to set certain minimum requirements? Yes ☐1 No ☐2 ☐ 69

8.3.1 Please give the main reason for your answer

____

______________________________________ ☐☐ 70-71

____

Office use

8.3.2 Do you think that training standards should differ from those in the formal and those in the informal sector? Yes ☐ 1 No ☐ 2

☐ 72

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If yes:

(a) How should they differ? ____________________

____

7 1

☐☐ 5-6

(b) Why should they differ? ____________________

____

☐☐ 7-8

8.4 Should training courses be accredited? Yes ☐ 1 No ☐ 2

☐ 9

8.4.1 Please give the main reason for your answer

____

____

____

☐☐ 10-11

8.4.2 If you answered **yes** to Question 8.4 (if you think that training courses should be accredited) who do you think should be responsible for accreditation? (e.g. a committee of training centres, the universities, the public sector) ____________________

____

____

☐☐ 12-13

9. RECOGNITION FOR TRAINING

9.1 Do you think that people who have undergone entrepreneurial training should receive a certificate?

Yes ☐ 1 Uncertain ☐ 2 No ☐ 3

☐ 14

9.2 Please give the main reason for your answer

____

____

____

☐☐ 15-16

10. OTHER SERVICES THAT TRAINING ORGANIZATIONS SHOULD OFFER

10.1 In the table below please indicate:

(a) whether or not you think training organizations should offer each service

(b) Then give a reason for your answer

	(a) Should training organizitions offer this service		(b) Reason for your answer	Office use
	Yes	No		
10.1.1 Facilitation of loans	1	2		☐☐☐ 17 - 19
10.1.2 Facilitation of access to markets	1	2		☐☐☐ 20 - 22
10.1.3 Facilitation of access to suitable business premises	1	2		☐☐☐ 23 - 25
10.1.4 Facilitation of access to equipment, tools, machines, telephones, typing and office facilities	1	2		☐☐☐ 26 - 28

	(a) Should training organizitions offer this service		(b) Reason for your answer	Office use
	Yes	No		
10.1.5 Facilitation of access to transport or distribution facilities	1	2		29 - 31
10.1.6 Facilitation of access to licences and legal requirements	1	2		32 - 34
10.1.7 Facilitation of access to purchasing	1	2		35 - 37
10.1.8 Any other service (please specify)				
______________	1	2		38 - 42
______________	1	2		43 - 47
______________	1	2		48 - 52

Office use

11. FUNDING OF TRAINING

11.1 What, in your opinion, should be the role of the public sector regarding funding for small business training (e.g. subsidies to training organizations, cash grants to trainees, tax concessions)

____

____

________________________________ 53-54

11.1.1 Who, (which department) should be responsible for the control of these funds? (e.g. Department of Manpower, National Education)

________________________________ 55-56

11.1.2 Should there be a co-ordinating body for overseeing business development?

Yes ☐ 1 Unsure ☐ 2 No ☐ 3 57

(a) Please give the main reason for your answer

____

________________________________ 58-95

11.1.3 Should there be a national strategy for small business development?

Yes ☐ 1 Unsure ☐ 2 No ☐ 3 60

(a) Please give the main reason for your answer

____

________________________________ 61-62

Office use

11.2 The private sector

11.2.1 What, in your opinion, should be the role of the private sector regarding funding for training? (e.g. sponsoring trainees, bursaries, subsidies for training centres)

____

____

______________________________ 63-64

11.2.2 What, in your opinion, should be the contribution of the trainee businessman towards payment for his/her training?

____

______________________________ 65-66

____

12. ADVANTAGES AND DISADVANTAGES OF SMALL BUSINESS TRAINING

12.1 The main advantage of small business training schemes is

____

____

______________________________ 67-68

12.2 The main disadvantage of small business training schemes is

____

____

______________________________ 69-70

MJ23B 76-80

THANK YOU FOR YOUR CO-OPERATION

APPENDIX 4

RECORD NUMBER ☐☐☐☐

PROJECT NUMBER ONBC 03S282

HUMAN SCIENCES RESEARCH COUNCIL
NATIONAL TRAINING BOARD

INVESTIGATION INTO SKILLS TRAINING IN THE RSA

1987

QUESTIONNAIRE NUMBER VO/1

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RGN·HSRC

NOTES TO QUESTIONNAIRE

1. This questionnaire is designed to accumulate data on your organisation's training policies and practice with respect to employees undergoing *skills training*, i.e. training which *does not* lead to formal certification or registration with a professional body

2. For the purposes of this investigation *skill* is defined as *the efficiency with which a person can perform physical and intellectual tasks.* Skills training can therefore be seen as *improving the proficiency of any person for any work.*

3. For the purposes of this investigation the following distinction applies:
   - *Blue collar* — generally speaking the type of occupation *not carried out in an office environment*, e.g. artisan assistant, machine operator.
   - *White collar* — Usually an occupation *carried out at a desk*, e.g. computer programming and operating, clerk, telephonist, etc.

4. PLEASE NOTE:

   For the purposes of filling in this questionnaire please *ignore*
   —all training done under the scheme for the training of unemployed persons
   —training of artisans in designated trades (including block release courses)
   —training towards a recognised profession (including technicians and technologists).

5. Your willingness and co-operation in filling in this questionnaire is highly appreciated — thank you!

RETURN OF QUESTIONNAIRE

PLEASE USE THE ENCLOSED ENVELOPE AND MAIL THE COMPLETED QUESTIONNAIRE BEFORE OR ON ....TO

THE PRESIDENT
HUMAN SCIENCES RESEARCH COUNCIL
PRIVATE BAG X41
PRETORIA
0001

RECORD NUMBER ☐☐☐☐ (1 - 4)

CARD NUMBER 1 (5)

QUESTIONNAIRE VO/1

ALL INFORMATION OBTAINED BY MEANS OF THIS QUESTIONNAIRE WILL BE TREATED AS STRICTLY CONFIDENTIAL AND WILL BE USED FOR RESEARCH PURPOSES ONLY

Method for completion of the questionnaire

- Some of the questions require you to fill in the answers. Try to be as brief as possible in order to assist with the collation of answers.
- Most of the questions are answered by making a cross in the appropriate column or block. In some cases you may be required to cross more than one block in reply to a question — this will be drawn to your attention.

SECTION A

1. NAME OF FIRM ____________________

2. POSTAL ADDRESS ____________________

____

____

POSTAL CODE ____________________

3. TELEPHONE NUMBER ____________________

4. NAME OF PERSON WE MAY CONTACT SHOULD FURTHER INFORMATION BE REQUIRED ____________________

5. Please indicate the size of your organisation (including all branches in South Africa, where applicable)

Number of employees: __________ ☐☐☐☐☐ (6 - 10)

SECTION B

6. What type of registration do you have with the Department of Manpower?
(In terms of the Manpower Training Act)

GROUP TRAINING CENTRE ☐ 1

PRIVATE TRAINING CENTRE ☐ 2

TRAINING SCHEME ☐ 3

NOT REGISTERED ☐ 4 (11)

7. Does your training qualify for decentralization benefits?

YES ☐ 1

NO ☐ 2 (12)

8. How many courses do you have registered with the Department of Manpower?

Number ☐ (13 - 14)

9. How many courses conducted by you are not registered with the Department of Manpower?

Number ☐ (15 - 16)

10. Please state briefly *why* the other courses are not registered:

To much red tape involved in registration ☐ 1
No tax benefit to my company ☐ 2
Other (specify): ☐ 3 (17)

____

____

11. What percentage of courses conducted by you are "White Collar" and what percentage "Blue Collar" type courses? (See inside cover for definitions)

WHITE COLLAR (approx.)	☐ %	(18 - 19)
BLUE COLLAR (approx.)	☐ %	(20 - 21)
TOTAL	☐ 100%	

12. List briefly your major training areas (i.e. welding, computers, supervisory, etc.):

____

____

____

____

____

____

SECTION C	☐☐	(22 - 23)

In terms of your company training:

13. Does any foreign company (parent company)/organisation/group or code (eg. Sullivan Code) influence the following? (may cross more than one)

— Course content	☐ 1	(24)
— Course conduct	☐ 1	(25)
— People attending	☐ 1	(26)
— Frequency of courses	☐ 1	(27)

— Budget	☐ 1	(28)
— Other (specify)	☐ 1	(29)

13.1 Is this foreign influence aimed *primarily* at:

— Improved productivity	☐ 1	
— Social upliftment	☐ 2	
— Other (specify)	☐ 3	(30)

14. Does any TRADE UNION influence the following? (may cross more than one)

— Course content	☐ 1	(31)
— Course conduct	☐ 1	(32)
— People attending	☐ 1	(33)
— Frequency of courses	☐ 1	(34)
— Budget	☐ 1	(35)

— Other (specify) ☐ 1 (36)

____
____
____

14.1 Is this intervention aimed primarily at:

— Improved productivity ☐ 1
— Social upliftment ☐ 2
— Other (specify) ☐ 3 (37)

____

15. Does your organisation have an agreement with (a) trade union/s relative to training?

YES ☐ 1
(38)
NO ☐ 2

15.1 If YES, please indicate the name/s of the trade union/s:

____
____
____
____
____________________ ☐☐ (39 - 40)
____
____

16. Does your organisation operate under an industrial council agreement?

YES ☐ 1

NO ☐ 2

PARTLY ☐ 3 (41)

16.1 If YES, please indicate the name of the industrial council:

____

____

____

☐☐☐ (42 - 44)

16.2 Briefly indicate the nature of the effect this agreement has on training in your organisation:

Facilitates training ☐ 1

Inhibits training ☐ 2

No effect ☐ 3 (45)

17. Please indicate which type(s) of institutions your organisation uses to assist in skills training: (may cross more than one)

- Industry training boards ☐ 1 (46)
- Group training centres (In-service) ☐ 1 (47)
- Private training centres ☐ 1 (48)
- Educational institutions ☐ 1 (49)

(please specify type) __________ ☐ (50)

— Private consultants	☐ 1	(51)
— Industrial council training scheme	☐ 1	(52)
— Other (specify)	☐ 1	(53)

17.1 If you specifically avoid using any of the above, please briefly indicate reasons:

____

____

____

____

____

☐ (54)

18. Indicate the approx. number of employees (excluding training personnel) involved in skills training during 1986:

: ______________________ ☐☐☐☐ (55 - 58)

19. Does your industry have a *training board* or a *training council?*

YES	☐ 1	(59)
NO	☐ 2	

19.1 If YES, give the name of the board or council:

______________________ ☐☐ (60 - 61)

20. If there is no board or council, is one in the process of being established?

YES ☐ 1

NO ☐ 2

(62)

21. Does your industry have a *training fund*?

YES ☐ 1

NO ☐ 2

(63)

21.1 If YES, give the name of the fund:

______________________________ ☐☐

(64 - 65)

22. If there is no training fund, is one in the process of being established?

YES ☐ 1

NO ☐ 2

(66)

23. If no board or fund is in existence or planned, are there objections to its establishment?

YES ☐ 1

NO ☐ 2

(67)

24. Does your sector have a form of levy collection for training?

YES ☐ 1

(68)

NO ☐ 2

24.1 If YES, briefly indicate on what basis the abovementioned levies are raised:

Per capita basis ☐ 1

(69)

Financial basis ☐ 2

25. Does your sector have a system of grants to employers for *approved* training?

YES ☐ 1

(70)

NO ☐ 2

ONBCO3S282 (71 - 80)

CARD 2

RECORD NUMBER ☐☐☐☐ (1 - 4)

CARD NUMBER 2 (5)

26. Does your sector have a system of grants to employers for *completed training?*

YES ☐ 1

(6)

NO ☐ 2

SECTION D (TRAINING STAFF)

27. How many persons in the training department of your organisation are

— managers of training? ____	☐☐	(7 - 8)
— training officers? ______	☐☐☐	(9 - 11)
— instructors? ________	☐☐☐☐	(12 - 15)
— support staff (e.g. storemen, typists)? _____	☐☐☐	(16 - 18)
TOTAL: ________________	☐☐☐☐	(19 - 22)

28. Of those directly involved in training (i.e. as managers of training, training officers and instructors), please indicate how many have the following as their *highest qualifications*:

— Degree: ______________	☐☐☐☐	(23 - 25)
— Diploma: ____________	☐☐☐☐	(26 - 29)
— Certificate (post-secondary level): ______________	☐☐☐☐	(30 - 33)
— Std 10 (or N3): ________	☐☐☐☐	(34 - 37)
— Std 9 (or N2): _________	☐☐☐☐	(38 - 41)
— Std 8 (or N1): _________	☐☐☐☐	(42 - 45)
— Std 7: ______________	☐☐☐☐	(46 - 49)
— Below: ______________	☐☐☐☐	(50 - 53)

ONBC03S282	CARD 3	(71 - 80)

RECORD NUMBER	☐☐☐☐	(1 - 4)
CARD NUMBER	3	(5)

29. This question relates to the same group as Question 28. Please indicate how many have the following *job-related qualifications:* (Each person should be counted only once on his/her highest qualifications according to the following order.)

— Degree: ______________	☐☐☐	(6 - 8)
— Diploma: ______________	☐☐☐☐	(9 - 12)
— National Certificate: _____	☐☐☐☐	(13 - 16)
— Artisan (qualified by passing a trade test) : ______________	☐☐☐☐	(17 - 20)
— Other (specify below): ____ ______________ ______________ ______________	☐☐☐	(21 - 23)

30. This question again relates to the same group as Question 28. Please indicate how many have the following *training-related qualifications:* (Each person should be counted only once on his/her *highest* qualification according to the following order.)

— Training officers course	☐☐☐☐	(24 - 27)
— Train the trainer qualifications: ______________	☐☐☐☐	(28 - 31)

— Teacher's Diploma: ________ ☐☐☐ (32 - 34)

— None: ________________ ☐☐☐ (35 - 37)

— Other (specify): ________ ☐☐ (38 - 39)

____

____

31. Please indicate the type of Train the Trainer courses your organisation utilises for training staff as well as the institutions offering the training:

COURSE TITLE

1 ________________________ ☐ (40)

2 ________________________ ☐ (41)

3 ________________________ ☐ (42)

4 ________________________ ☐ (43)

5 ________________________ ☐ (44)

6 ________________________ ☐ (45)

7 ________________________ ☐ (46)

8 ________________________ ☐ (47)

INSTITUTION

1 ______________________	☐	(48)
2 ______________________	☐	(49)
3 ______________________	☐	(50)
4 ______________________	☐	(51)
5 ______________________	☐	(52)
6 ______________________	☐	(53)
7 ______________________	☐	(54)
8 ______________________	☐	(55)

32. What is the designation of the head of your training department?

Head of training	☐ 1
Training director	☐ 2
Training manager	☐ 3
Chief training officer	☐ 4

Training officer ☐ 5

Other (specify) ☐ 6 (56)

____

____

____

33. To whom in your company does the head of training report?

____

____

☐☐ (57)

SECTION E (POLICY FINANCE AND INFRASTRUCTURE)

34. Does your organisation have a *written* training or manpower development policy?

YES ☐ 1

(58)

NO ☐ 2

35. Please indicate the facilities which your training department has to his disposal (you may cross more than one)

Own facilities ☐ 1 (59)

Allocated facilities ☐ 1 (60)

Mobile units ☐ 1 (61)

36. Are you satisfied with the present position in your organisation regarding the provision of training facilities?

YES	☐ 1	(62)
NO	☐ 2	

ONBC03S282	(71 - 80)

CARD 4

RECORD NUMBER	☐☐☐☐	(1 - 4)
CARD NUMBER	4	(5)

37. Please indicate if you are satisfied with the provision of *training aids* (e.g. flip charts, video/slide/tape equipment, workbooks, computers) in your organisation.

SATISFIED	☐ 1	(6)
NOT SATISFIED	☐ 2	

38. Please indicate which of the following types of *training programmes* are regularly used in your organisation (may cross more than one).

Slide tape programmes	☐ 1	(7)
Computer programmes	☐ 1	(8)
Video programmes	☐ 2	(9)

Films	☐ 1	(10)
O.H.P. programmes	☐ 1	(11)
Sound tape programmes	☐ 1	(12)
Work book programmes	☐ 1	(13)
Other (specify)	☐ 1	(14)

____

____

____

39. Do you have an annual budget for training?

YES	☐ 1	(15)
NO	☐ 2	

39.1 Please indicate what percentage (%) of the total training budget is allocated to salaries of training staff.

☐ %	(16 - 17)

40. Does your organisation have a career path plan from which employees are able to see how they may progress in the organisation?

YES	☐ 1	(18)
NO	☐ 2	

41. Does your organisation offer any incentives to trainees for successful post-course performance?

YES ☐ 1

(19)

NO ☐ 2

41.1 Please give some examples of the type of incentives offered to trainees:

☐☐ (20)

SECTION F

In this section we would like to know more about the *method of training* used by your organisation. We realise that a number of different methods could be used by a particular organisation.

42. In the *only* training your organisation does on the job training where learning takes place by working alongside an experienced worker (sit by Nellie)?

YES ☐ 1

(21)

NO ☐ 2

43. If the answer to Question 42 is NO, then we assume some form of formal training does take place. Please indicate by means of crosses which of the following systems are used according to accepted definitions of these terms (may cross more than one):

Modular	☐ 1	(22)
Competency based	☐ 1	(23)
Learner controlled	☐ 1	(24)
Pre-packaged courses	☐ 1	(25)
Programmed learning	☐ 1	(26)
Lecture (talk and chalk)	☐ 1	(27)
Other (specify)	☐ 1	(28)

____

____

44. Please estimate the average percentage (%) of time spent per year on training done in the following locations:

— classroom	%	(29 - 30)
— training centre	☐ %	(31 - 32)
— on the job	☐ %	(33 - 34)
TOTAL	☐ 100%	

SECTION G (COURSE DEVELOPMENT)

45. Does your organisation develop courses to meet its own needs?

YES	☐ 1	(35)
NO	☐ 2	

46. If YES, is the course development done by (may cross more than one)

— full time training staff	☐ 1	(36)
— other staff	☐ 1	(37)
— consultants	☐ 1	(38)
— other (specify)	☐ 1	(39)

47. Are you satisfied with the way course development is done in/for your organisation?

YES	☐ 1	(40)
NO	☐ 2	

48. When an in-house course is developed, who gets involved in the decision on course content? (may cross more than one)

Manager of training	☐ 1	(41)
Training staff	☐ 1	(42)
Personnel manager	☐ 1	(43)
Line staff	☐ 1	(44)
Line staff	☐ 1	(45)
Subject matter experts	☐ 1	(46)

Other (Specify) ☐ 1 (47)

49. Does your organisation have an ongoing Training Needs Analysis/Identification System?

YES ☐ 1

(48)

NO ☐ 2

50. How does your organisation select staff to attend courses? (may cross more than one)

Psychometric tests (specify) ☐ 1 (49)

☐☐ (50)

Trainability tests (specify) ☐ 1 (51)

☐☐ (52)

Appraisal interview ☐ 1 (53)

Work performance ☐ 1 (54)

Past experience ☐ 1 (55)

Random selection ☐ 1 (56)

Other (specify) ☐ 1 (57)

____

____

____

____

51. Please indicate the types of testing your organisation employs for *evaluation* during and after course attendance (may cross more than one)

PRE-COURSE PERFORMANCE TEST

Verbal ☐ 1 (58)

Written ☐ 1 (59)

Practical ☐ 1 (60)

TESTS DURING COURSE

Verbal ☐ 1 (61)

Written ☐ 1 (62)

Practical ☐ 1 (63)

FINAL TEST

Verbal ☐ 1 (64)

Written ☐ 1 (65)

Practical ☐ 1 (66)

STANDARDISED POST-COURSE PERFORMANCE TEST

Verbal	☐ 1	(67)
Written	☐ 1	(68)
Practical	☐ 1	(69)
OTHER (SPECIFY)	☐ 1	(70)

____

____

____

ONBC03S282	(71 - 80)

CARD 5

RECORD NUMBER	☐☐☐☐	(1 - 4)
CARD NUMBER	5	(5)

52. Does your organisation evaluate employees on an ongoing basis after course attendance?

YES	☐ 1	(6)
NO	☐ 2	

52.1 If YES, please explain briefly how this is carried out on the job evaluation:

☐☐ (7)

53. Does your organisation award certificates of competence to successful employees?

YES ☐ 1
(8)
NO ☐ 2

53.1 If YES, are these normally issued on completion of the course or only after the employee has proved to be competent on the job?

After course ☐ 1
(9)
After on the job evaluation ☐ 2

54. In order of importance please indicate *three areas* that you consider *inhibit* skills training:

(1) ______________________________

☐☐ (10-11)

(2) ______________________________
____
____
____
____

☐☐ (12 - 13)

(3) ______________________________
____
____
____
____

☐☐ (14 - 15)

ONBC03S282 (71 - 80)

THANK YOU FOR YOUR CO-OPERATION

ANNEXURE 5

HSRC RESEARCH INTO SKILLS TRAINING

PROJECT COMMITTEE 6: STRUCTURES FOR SKILLS TRAINING

RESEARCHERS: Prof. L.P. Calitz — University of Pretoria
Dr A. Maree — UNISA

AIMS OF THE RESEARCH PROJECT:

1. To determine the existing structures with regard to the affectiveness of skills training in the RSA.

2. To propose structures to optimize skills training in the RSA.

I SKILLS:

1. What is the scope of operation of your training board or institution?

2. Name a few members of your association which could be accredited for training.

3. How would you accommodate the individual training requirements of your members?

4. What measures are implemented to stimulate training in your institution or business sector?

5. Should you identify the lack of certain necessary skills in your institution, how would you rectify the matter?

    (a) Would an external source or regional training centre provide a solution?

II EXISTING TRAINING STRUCTURES

1. Is it feasible to extend the existing act for artisan training to include all skills required in your business sector?

- *(a) If yes — how should it be stretched?*
- *(b) If no — motivate your answer.*
- *(c) How is the present legislation falling short!*

2. Are you in favour of a Industry Training Board for your industry or business sector?

   - *(a) If yes — motivate your answer.*
   - *(b) If no — motivate your answer.*

3. What kind of structure will facilitate your training best in future?

III ADMINISTRATION:

1. Describe your present association with:

   - *(a) The Department of Manpower (DM)*
   - *(b) The National Training Board (NTB)*
   - *(c) The National Manpower Commission (NMC)*

2. If training is to be decentralised in future — what part will the Department of Manpower play to assist training?

3. Is the NTB presently of assistence to your training endeavour?

4. How would you foresee the NTB's role and function to be changed in future to be of greater assistance to training?

5. What policy should the Department of Manpower implement to facilitate training in future?

6. How will your training board (institution) monitor the training of your accredited members? e.g.

   - *(a) Record keeping*
   - *(b) Criteria for accrediation*
   - *(c) Evaluation*

IV GENERAL

1. What is the opinion of your board/institution about the cash grant system envisaged by the Department of manpower?

2. Has your board/institution applied to be a contractant in the training of the unemployed?
   (a) If yes — what financial benefit can your institution derive from this?
   (b) If no — please motivate your answer

3. Does your board/institution foresee cooperation with other institutions e.g. educational department, technikons and universities with regard to training?

RECOMMENDATION No. 150

Recommendation concerning Vocational Guidance and Vocational Training in the Development of Human Resources

The General Conference of the International Labour Organisation,

Having been convened at Geneva by the Governing Body of the International Labour Office, and having met in its Sixtieth Session on 4 June 1975, and

Considering the importance of vocational guidance and vocational training in the implementation of employment policies and programmes, and

Noting the terms of existing international labour Conventions and Recommendations of direct relevance to employment policy and, in particular, of the Discrimination (Employment and Occupation) Convention and Recommendation, 1958, and of the Employment Policy Convention and Recommendation, 1964, and

Noting that the General Conference of the United Nations Educational, Scientific and Cultural Organisation at its Eighteenth Session in 1974 adopted a Recommendation on Technical and Vocational Education, and

Noting that the International Labour Organisation and the United Nations Educational, Scientific and Cultural Organisation have collaborated closely with a view to ensuring that the instruments of the two Organisations pursue harmonised objectives and avoid duplication and conflict, and that they will continue to collaborate closely with a view to the effective implementation of these instruments, and

Having decided upon the adoption of certain proposals with regard to human resources development: vocational guidance and vocational training, which is the sixth item on the agenda of the session, and

Having determined that these proposals shall take the form of a Recommendation, adopts this twenty-third day of June of the year one thousand nine hundred and seventy-five the following Recommendation, which may be cited as the Human Resources Development Recommendation, 1975:

I. GENERAL PROVISIONS

1. This Recommendation applies to the vocational guidance and vocational training of young persons and adults for all areas of economic, social and cultural life and at all levels of occupational skill and responsibility.

2. (1) For the purpose of this Recommendation, the qualification of the terms "guidance" and "training" by the term "vocational" means that guidance and training are directed to identifying and developing human capabilities for a productive and satisfying working life and, in conjunction with the different forms of education, to improve the ability of the individual to understand and, individually or collectively, to influence working conditions and the social environment.

(2) The definition contained in subparagraph (1) of the Paragraph applies to guidance, to initial and further training and to retraining, whatever the way in which they are provided and whatever the level of skill and responsibility.

3. In giving effect to this Recommendation, member States should take account of guidelines supplementing its provisions which may be formulated by regional conferences, industrial committees and meetings of experts or consultants convened by the International Labour Organisation and other competent bodies.

II. POLICIES AND PROGRAMMES

4. (1) Members should adopt and develop comprehensive and co-ordinated policies and programmes of vocational guidance and vocational training, closely linked with employment, in particular through public employment services, closely linked with employment, in particular through public employment services.

(2) These policies and programmes should take due account of—

(a) employment needs, opportunities and problems, both regional and national;

(b) the stage and level of economic, social and cultural development; and

(c) the mutual relationships between human resources development and other economic, social and cultural objectives.

(3) The policies and programmes should be pursued by methods that are appropriate to national conditions.

(4) The policies and programmes should encourage and enable all persons, on an equal basis and without any discrimination whatsoever, to develop and use their capabilities for work in their own best interests and in accordance with their own aspirations, account being taken of the needs of society.

(5) Such policies and programmes should also encourage undertakings to accept responsibility for training workers in their employment. Undertakings should co-operate with the representatives of their workers when planning their training programmes and should ensure, as far as possible, that these programmes are in line with those of the public training system.

(6) Such policies and programmes should have as objectives

(a) to ensure entry into productive employment, which corresponds to personal aptitudes and aspirations, and to facilitate occupational mobility;

(b) to promote and develop creativity, dynamism and initiative with a view to maintaining or increasing work effectiveness;

(c) to protect persons against unemployment or other loss of income or earning capacity deriving from lack of demand for their skills as well as against underemployment;

(d) to protect persons against excessive physical or mental strain in employment;

(e) to protect persons against occupational hazards by making high standards of teaching occupational safety and health an integral part of training for each trade or occupation;

(f) to assist persons in their quest for satisfaction at work, for individual achievement and self-expression, and for the betterment of their lot in life through their own efforts to improve the quality or modify the nature of their contribution to the economy;

(g) to achieve social, cultural and economic advancement and continuing adjustment to change, with the participation of all concerned, in reshaping the work requirements, and

(h) to achieve the full participation of all groups in society in the process of development and in sharing the benefits deriving from it.

5. (1) With the above ends in view, members should establish and develop open, flexible and complementary systems of general, technical and vocational training, whether these activities take place within the system of formal education or outside it.

(2) Members should aim in particular at

(a) ensuring that all have equal access to vocational guidance and vocational training;

(b) providing, on a continuing basis, broadly conceived and realistic vocational guidance for the various groups of the population in all branches of economic activity;

(c) developing comprehensive systems of vocational training covering all aspects of productive work in all branches of economic activity;

(d) facilitating mobility between different lines of training, within and between the various occupations and sectors of economic activity and between different levels of responsibility;

(e) co-ordinating vocational training for one sector of the economy or branch of economic activity with vocational training for other sectors or branches;

(f) establishing patterns of systematic vocational training in all branches of economic activity and for all types of work and levels of skill and responsibility;

(g) providing all workers with real possibilities for re-entering the educational system at a level which takes account of their work experience;

(h) establishing close co-operation and co-ordinating between vocational guidance and vocational training provided outside the school system on the one hand, and educational guidance and the school system on the other;

(i) establishing conditions permitting workers to supplement their vocational training by trade union education given by their representative organisations and

(j) undertaking research and adapting administrative arrangements and methods as required for implementing the programmes of vocational guidance and vocational training.

6. The policies and programmes of vocational guidance and vocational training should

(a) be co-ordinated with policies and major programmes of social and economic development such as employment promotion, social integration, rural development, development of crafts and industry, adaptation of methods and organisation of work to human requirements and improvements of working conditions;

(b) take account of international, economic and technological interaction and co-operation;

(c) be reviewed periodically in relation to current and planned social and economic development;

(d) promote activities which will stimulate workers to contribute to improved international relations;

(e) contribute to fuller understanding of technical, scientific, economic, social and cultural matters and

(f) create and develop an appropriate infrastructure for providing adequate training respecting the essential standards of occupational health and safety.

III. VOCATIONAL GUIDANCE

7. (1) Members should gradually extend their systems of vocational guidance, including continuing employment information, with a view to ensuring that comprehensive information and the broadest possible guidance are available to all children, young persons and adults, including appropriate programmes for all handicapped and disabled persons.

(2) Such information and guidance should cover the choice of an occupation, vocational training and related educational opportunities, the employment situation and employment prospects, conditions of work, safety and hygiene at work, and other aspects of working life in the various sectors of economic, social and cultural activity and at all levels of responsibility.

(3) The information and guidance should be supplemented by information on general aspects of collective agreements and of the rights and obligations of all concerned under labour law; this information should be provided in accordance with national law and practice, taking into account the respective functions and tasks of the workers' and employers' organisations concerned.

8. (1) The main objectives of vocational guidance programmes should be to

(a) provide children and young persons not yet in the labour force with the basis for choosing a line of education or vocational training in the light of their aptitudes, abilities and interests and of employment opportunities;

(b) assist persons in programmes of education and vocational training to derive the maximum benefit from them and to prepare themselves either for supplementary education or vocational training or for entry into an occupation and for continuing education and training as and when required during their working lives;

(c) assist persons who are entering the labour force, who seek to change their work activities, or who are unemployed, to choose an occupation and to plan related education and vocational training;

(d) inform employed persons of opportunities for improving their occupational development potential, their level of performance, their earnings and their position, of the educational and vocational training requirements and of the facilities available for this purpose;

(e) promote general awareness of the contributions which are and can be made by the various sectors of the economy and branches of economic activity, including those which have traditionally enjoyed little prestige, to general development and to expanding employment, and

(f) assist co-operating institutions to provide information and feedback on the effectiveness of particular training programmes as an integral part of vocational guidance.

(2) Members should ensure that such programmes are compatible with the right to freedom of choice in selecting an occupation and to fair promotion opportunities as well as the right to education.

9. In extending the scope of their systems of vocational guidance, members should pay special attention to

(a) helping children and young persons at school to gain an appreciation of the value and importance of work and an understanding of the world of work as well as to familiarise themselves with the conditions of work in as broad a range of occupations as possible—taking account of the employment and career opportunities that may be open to them—and with requirements for taking advantage of these opportunities;

(b) giving children and young persons who have never been to school, or who left school early, information on as broad a range of occupations as possible and on employment opportunities in these occupations, as well as guidance on how they may gain access to them;

(c) giving adults in employment, including self-employment, information on trends and objectives in development which concern them and in particular on the implications of social, technical and economic change for their field of work;

(d) giving unemployed and underemployed persons all the necessary information and guidance on possibilities of finding employment or improving their employment situation and on means available for achieving this purpose, and

(e) giving persons who meet special problems in relation to education, vocational training or employment, assistance in overcoming them within overall measures aiming at social progress.

10. (1) Both group vocational guidance programmes—namely the dissemination of factual material and counselling for groups of persons who have similar vocational needs—and individual counselling should be made available.

(2) Individual counselling should be available, in particular, to young persons and adults requiring specialised assistance in identifying their occupational aptitudes, abilities and interests, in assessing the educational, vocational training and employment opportunities which are likely to be available to them, and in choosing a line of education, vocational training or employment.

(3) Individual counselling—and, as appropriate, group vocational guidance activities—should take into account the individual's specific need of information and support, with particular attention to the physically and mentally handicapped and disabled as well as to socially and educationally disadvantaged persons. They may include exercises in seeking and evaluating information and in decision making, as well as exposure to expanded career choices and goals, in order to develop the capacity to make an informed choice. They should always take into account the individual's right to make his/her own choice on the basis of comprehensive relevant information.

(4) Individual counselling should, whenever required, be supplemented by advice for remedial action and such other help as may be useful for the purposes of vocational adjustment.

11. Members whose vocational guidance programmes are in the early stages of development should, in the first instance, aim at

(a) drawing the attention of young persons to the importance of choosing general and vocational education taking full account of existing employment prospects and of trends in economic and social development, as well as of their personal aptitudes and interests;

(b) assisting those groups of the population which require help in overcoming traditional restrictions on their free choice of education, vocational training or occupation, and

(c) meeting the needs of those with special potential in fields of work which are of major importance.

12. Members should make full use, in their vocational guidance programmes, of all available facilities and media through which the various groups of the population concerned can be reached most effectively.

13. (1) Wherever practicable, appropriate tests of capacity and aptitude—including both physiological and psychological characteristics—and other methods of examination should be made available for use in vocational guidance as appropriate to the needs of individual cases.

(2) Such tests and other methods of examination should be used only in agreement with the person seeking guidance and in conjunction with other methods of exploring personal characteristics; they should be carried out only by specialists.

(3) The results obtained in the application of such tests and other methods of examination should not be communicated to a third person without the express agreement of the person examined.

14. (1) Where tests and other methods of examination are employed in vocational guidance, they should be standardised for the age groups, populations and cultures concerned and should be validated for the particular purposes for which they are intended.

(2) There should be a continuing programme for the development and restandardisation, at regular intervals, of such tests and other methods of examination in order to take account of changing conditions and life styles.

IV. VOCATIONAL TRAINING

A. General provisions

15. (1) Members should gradually extend, adapt and harmonise the vocational training systems for their respective countries to meet the needs for vocational training throughout life of both young persons and adults in all sectors of the economy and branches of economic activity and at all levels of skill and responsibility.

(2) In doing so they should pay special attention to

(a) providing opportunities for promotion which should be open, wherever possible, to persons with the desire and ability to reach higher levels of skill and responsibility;

(b) improving vocational training in sectors of the economy and branches of economic activity in which vocational training is largely unsystematic and in which obsolescent technologies and methods of work prevail;

(c) providing vocational training for members of the population who had not received adequate attention in the past, in particular for groups which are economically or socially disadvantaged;

(d) effectively co-ordinating general education and vocational training, theoretical practical instruction and initial and further training.

(3) Vocational training programmes should be so conceived as to promote full employment and the development of the capabilities of each person.

16. Vocational training programmes for individual occupations and branches of economic activity should, as appropriate, be arranged in progressive stages which together provide adequate opportunities for

(a) initial training for young persons and adults with little or no previous work experience;

(b) further training which should enable persons engaged in an occupation
   (i) to improve their performance or broaden the range of activities which they can undertake, to proceed to higher-level work or to gain promotion;
   (ii) to update their knowledge and skills in the light of developments in the occupation concerned;

(c) retraining to enable adults to acquire new qualifications for a different occupational field;

(d) such further education as is necessary to complement the training;

(e) training in safety and health at the place of work, especially for young persons and adults with little previous work experience;

(f) acquiring information on rights and obligations in employment, including social security schemes.

17. (1) Every effort should be made to develop and utilise to the full, if necessary with public financing, existing and potential vocational training capacity, including the resources available in undertakings, in order to provide programmes of continuing vocational training.

(2) In the provision of training, advantage should be taken, as appropriate, of mass media, mobile units, and correspondence courses and other self-instruction programmes.

18. Programmes of initial training for young persons with little or no work experience should include in particular

(a) general education which is co-ordinated with practical training and related theoretical instruction;

(b) basic training in knowledge and skills common to several related occupations which could be given by an educational or vocational training institution or in an undertaking either on or off the job;

(c) specialisation in directly usable knowledge and skills for employment opportunities which already exist or are to be created;

(d) supervised initiation into a real work situation.

19. (1) Full-time courses of initial training should, wherever possible, provide for adequate synchronisation between theoretical tuition in training institutions and training given on the job in undertakings in order to ensure that the former is related to the real work situation; similarly, practical training off the job should, as far as possible, be related to real work situations.

(2) Training on the job arranged as an integral part of courses given by training institutions should be planned jointly by the undertakings, institutions and workers' representatives concerned with a view to

(a) enabling the trainees to apply in actual working conditions what they have learned off the job;

(b) providing training in aspects of the occupation which cannot be covered outside undertakings;

(c) familiarising young persons with little or no work experience with the requirements and conditions they are likely to encounter at work and with their responsibilities within a working group.

20. Persons entering employment after completing the full-time courses mentioned in Paragraph 19 above should receive

(a) induction to familiarise them with the nature and objectives of the undertaking and the conditions in which work is performed there;

(b) systematic complementary training on the job, together with the necessary theoretical courses;

(c) as far as possible, planned experience in a series of activities and functions of training value, including adjustment to the workplace.

21. The competent authorities should, in line with national planning and national laws and regulations and after consultation of employers' and workers' organisations, establish national or regional further training plans related to employment.

22. (1) Undertakings should, in consultation with workers' representatives, with the persons concerned and with those in charge of their work, establish and review at regular intervals further training plans for persons in their employment at all levels of skill and responsibility; a joint committee may be established for the purpose.

(2) These plans should

(a) provide opportunities to qualify for advancement to higher levels of skill and responsibility;

(b) cover technical and other training and work experience for the persons concerned;

(c) take account of the abilities and interests of the persons concerned as well as of work requirements.

(3) Persons in charge of the work of others should have an obligation to make an effective contribution to the success of further training plans.

(4) Organisational responsibility for the establishment,

implementation and review of further training plans should be clearly defined and should be assigned, as far as possible, to a special unit or to one or more persons operating at a level commensurate with such responsibility.

23. (1) Workers being trained within an undertaking should

(a) receive adequate allowances or remuneration;

(b) be covered by the social security measures applicable to the regular workforce of the undertaking concerned.

(2) Workers receiving training off the job should be granted educational leave in accordance with the terms of the Paid Educational Leave Convention and Recommendation, 1974.

B. Vocational training standards and guidelines

24. (1) Initial and further training leading to recognised occupational qualifications should be covered as far as possible by general standards set or approved by the competent body, after consultation with the employers' and workers' organisations concerned.

(2) These standards should indicate

(a) the level of skills and knowledge required of candidates for the various vocational training courses;

(b) the level of performance to be attained in each major activity or function of the occupation concerned during each phase of training and, as far as possible, the content and duration of training and the facilities and equipment needed to ensure that the level of performance indicated may be attained;

(c) the part of the vocational training to be provided by the system of formal eduction, by vocational training institutions, by undertakings through training on the job, or by other means;

(d) the character and duration of any work experience that may be required in vocational training programmes;

(e) the training content, on the basis of the principles of multipurpose training and occupational mobility;

(f) the methodology to be applied, taking into account the ob-

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jectives of the training and the characteristics of the trainees;

(g) any examinations to be taken or other means of assessing achievement;

(h) the certificates to be issued on successful completion of vocational training.

25. (1) The same occupation may be covered by more than one vocational training standard when, and for as long as the conditions in which the work is carried out and the activities it involves vary widely between different sectors of the economy, branches of economic activity or undertakings of different sizes.

(2) Standards covering the same occupations should be co-ordinated in order to facilitate job mobility, with full recognition of the qualifications already held and of work experience in the occupation.

26. (1) Guidelines indicating the desirable organisation and content of vocational training should be established for occupation, levels of skill and knowledge and levels of responsibility for which the standards provided for in Paragraph 24 of this Recommendation are shown not to be appropriate.

(2) Such guidelines may be necessary in particular to cover

(a) training for future supervisors, specialists and managers and for persons already employed in these capacities;

(b) training for training officers and for managers, supervisors and instructors of vocational training;

(c) vocational training for branches of economic activity in which there are large numbers of self-employed persons or of small undertakings;

(d) the improvement of vocational training for branches of economic activity in which there has been little or no provision for the necessary systematic vocational training, and for undertakings using obsolescent technologies and methods of work.

(3) Such guidelines may also be appropriate for the first training in employment of persons who have just completed full-time courses of initial training in educational and vocational training institutions.

27. Vocational training standards and guidelines should be evaluated and reviewed periodically, with the participation of employers' and workers' organisations, and adjusted to changing requirements, the periodicity of review being determined by the rate of change in the occupation concerned.

28. (1) Members should gradually establish standards and guidelines or, as the case may be, extend their applicability until all major occupations and all levels of skill and responsibility are covered.

(2) Priority should be given to vocational training for occupations and levels of skill and responsibility of key importance for social and economic advancement.

V. TRAINING FOR MANAGERS AND SELF-EMPLOYED PERSONS

29. (1) Training for management and supervisory functions should be provided for persons in charge of the work of others, for professional and specialist personnel participating in management and for persons being prepared to assume management and supervisory functions.

(2) The competent authorities should, in line with national planning and national laws and regulations and after consultation of employers' and workers' organisations, establish plans for training for management and supervisory functions and for self-employed persons.

30. (1) The content of programmes of training for management and supervisory functions should take account of the level of the current and prospective responsibilities of the trainees.

(2) The programmes should be designed in particular to

(a) develop an adequate knowledge and understanding of the economic and social aspects of decision making;

(b) foster attitudes and abilities for leading and motivating other persons, while respecting human dignity, and for developing sound industrial relations;

(c) develop initiative and a positive attitude towards change and a capacity to appreciate the effect of change on other people;

(d) develop the capacity of assuming new responsibilities on the job;

(e) develop awareness of the importance of education, vocational guidance and vocational training for the personnel of the undertaking;

(f) develop awareness of the conditions of workers in their occupational life, concern for their welfare and knowledge of labour law and of social security schemes;

(g) develop understanding of the value of efforts towards self-improvement;

(h) provide the basis for further training in accordance with changing requirements.

31. (1) Vocational training programmes for self-employment should take account of the social situation of the worker and

(a) include, in addition to training specific to the technical field concerned, training in the basic principles and practices of business management and of training other persons;

(b) develop awareness of the need to take initiatives and assess and accept risks.

(2) Such programmes should provide regular opportunities for updating training and be reinforced by a continuing flow of information on new developments in the technical field concerned, as well as on sources of finance and, if necessary, on the most efficient marketing methods.

VI. PROGRAMMES FOR PARTICULAR AREAS OR BRANCHES OF ECONOMIC ACTIVITY

32. (1) Appropriate programmes of vocational guidance and vocational training should be established for particular areas or branches of economic activity in which comprehensive improvement action or major structural change is required.

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(2) Such programmes should form part of national vocational guidance and vocational training programmes as a whole and be co-ordinated with other action to develop the area or branch of economic activity concerned.

33. Among the areas or branches of economic activity for which such programmes may be required, particular attention might be given to rural areas, to branches of economic activity using obsolescent technologies and methods of work, to industries and undertakings in decline or converting their activities, and to planned or newly established industries.

A. Rural areas

34. (1) Programmes for rural areas should aim at achieving full equality of opportunity of the rural and urban populations as regards vocational guidance and vocational training.

(2) They should be conceived within the framework of national development policies, taking account among other things of patterns and trends in migration between rural and urban areas.

35. (1) Programmes for rural areas should make adequate provision for the special vocational guidance and vocational training needs of

(a) agricultural workers, including plantation workers, small owner-occupiers, tenant farmers and sharecroppers and other persons engaged in agriculture and related activities, particularly in relation to agrarian reform and other major changes in supply, production and distribution systems in the areas concerned;

(b) persons engaged in non-agricultural occupations, with special emphasis on education, communications, transport and other services and craft occupations.

(2) Such programmes should take account of differences in needs according to the type of rural activity involved, its degree of mechanisation, specialisation and modernisation and the scale on which it is conducted.

(3) Programmes for rural areas should include training in organising co-operatives and in managing undertakings.

36. (1) Countries in which facilities and programmes of vocational guidance and vocational training for rural areas are as yet little developed should concentrate initially on

(a) providing information for young persons and adults in rural areas on the objectives of and action proposed for making improvements or major structural changes in the area and on the implications of such action for their work and lives;

(b) providing systematic education and vocational training, full-time or part time as appropriate, for young persons in employment to complement informal learning on the job;

(c) providing short programmes of upgrading training or of retraining for adults through existing vocational training, or extension of other advisory services;

(d) developing social and economic leadership in rural areas and encouraging participation by broader groups of the population in development action;

(e) encouraging a desire for self-improvement.

(2) Such countries should keep their priorities for rural areas under review so as to work progressively towards

(a) developing comprehensive vocational information and guidance services for the rural population as a whole;

(b) introducing or generalising systematic initial training for young persons;

(c) introducing comprehensive programmes of further training on a continuing or recurrent basis to meet the needs of adults.

37. Countries which, for financial reasons or lack of trained personnel, are not in a position to provide adequate services for the rural population as a whole, might consider

(a) concentrating action temporarily on limited geographical areas where important lessons may be learnt for subsequent action in other areas;

(b) giving preference to landless labourers and other economically weak groups in rural areas, which are in greatest need of economic and social justice.

B. Branches of economic activity using obsolescent technologies and methods of work

38. (1) Programmes for branches of economic activity and occupations in which the use of obsolescent technologies and methods of work is widespread should be developed as appropriate along similar lines to those for rural areas.

(2) The aim should be to provide vocational guidance and vocational training for persons employed in or entering these branches of economic activity or occupations which will enable them to participate in or contribute to the modernisation of methods and products and to benefit from changes introduced.

39. Extension and other advisory services for self-employed persons and small entrepreneurs in these branches of economic activity and occupations should provide them with information on possibilities of innovation in their work, and on related vocational training and other services.

40. In planning vocational training for such branches of economic activity and occupations, particular consideration should be given to

(a) needs and opportunities for extending the scope of or for specialising the activities of undertakings, and the vocational training implications of such extension or specialisation;

(b) possibilities of improving vocational training practices and, in particular, of providing opportunities for continuing training;

(c) possibilities of combining training services to managers of undertakings with other action for raising the level of performance;

(d) the creation of new opportunities for gainful employment.

41. Vocational training for such branches of economic activity and occupations

(a) may be conceived initially as a complement to the learning systems by which work knowledge and skills are traditionally acquired;

(b) should take account of the needs both of young persons receiving initial training and of persons already working in these branches of economic activity and occupations, including the small entrepreneurs and other persons who give initial training to young persons.

C. Industries and undertakings in decline or converting their activities

42. When industries or undertakings begin to decline, workers affected should in good time receive vocational guidance and vocational training to facilitate a change in skills and provide the opportunity of finding new employment.

43. When industries or undertakings change their products and methods of production or the services they provide, workers affected should in good time receive training, organised in co-operation with the industries or undertakings concerned, to enable them to adapt themselves to their new tasks.

D. New industries

44. In planning vocational guidance and vocational training in connection with the establishment of new industries, account should be taken of

(a) needs for workers, specialists, managers and administrators during the construction phase and after the new plants have been commissioned, and of any need for retraining persons employed during the construction phase with a view to placing them in other jobs after commissioning;

(b) needs for independent workers and entrepreneurs to undertake subcontracting for the new industries;

(c) the need to provide information relating to and vocational training for new activities rendered possible or necessary by the change in the economic conditions in the region;

(d) the need to provide vocational guidance and vocational retraining for persons whose knowledge and skills are rendered obsolete by changes in the structure of demand for labour within the region;

(e) the need to provide new opportunities for independent workers and entrepreneurs whose businesses may suffer from the

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competition created by the new industries.

VII. PARTICULAR GROUPS OF THE POPULATION

45. (1) Measure should be taken to provide effective and adequate vocational guidance and vocational training for particular groups of the population so that they will enjoy equality in employment and improved integration into society and the economy.

(2) Particular attention should be paid to such groups as

(a) persons who have never been to school or who left school early;

(b) older workers;

(c) members of linguistic and other minority groups;

(d) handicapped and disabled persons.

A. Persons who have never been to school or who left school early

46. Measures should be taken to provide all persons who have never been to school or who left school before acquiring a general education adequate for integration into a modernising society and economy with vocational guidance, general education and training in basic skills, due account being taken of opportunities on the employment market.

47. Vocational guidance for persons who have never been to school or who left school before acquiring adequate literacy and numeracy should be as broadly conceived as possible, while taking account of special educational and vocational training facilities, and other opportunities for education, training and employment that may be expected to be available to them.

48. (1) Arrangements for providing such persons with basic skills and general education might include

(a) part-time instruction in knowledge and skills relevant to their work, and general education linked with that instruction, for children employed in the family farm or business or in other areas of the economy;

(b) courses in relevant basic skills and related general education for young persons and if appropriate, adults, to facilitate their entry into systematic vocational training or to broaden their opportunities for employment and promotion;

(c) arrangements for special vocational training combined with productive work for young unemployed persons, supplemented as necessary by courses of general education, with a view to giving them such education, skills and work habits as are necessary for useful and remunerative economic activity;

(d) instruction in literacy and numeracy, particularly for adults, which is linked with vocational training in the knowledge and skills required in a particular occupation or type of work and for active participation in development action; such instruction should be co-ordinated with general measures for the eradication of illiteracy;

(e) special educational and technical upgrading courses for young persons and adults in employment to raise the level of their performance or improve their opportunities for advancement;

(f) special courses in skills urgently required in employment for persons with little or no formal education.

(2) Special vocational training methodologies should be developed and applied for the arrangements provided for in this paragraph.

49. The certificates obtainable through such arrangements should be co-ordinated with those obtainable in the system of formal education and by persons trained by other means.

B. Older workers

50. (1) Measures to meet difficulties faced by older workers in employment might include as appropriate

(a) identifying and changing as far as possible working conditions which are likely to accelerate the physical and mental processes of ageing;

(b) providing older workers with the vocational guidance and vocational training which they require, with special reference to any need for

(i) updating their knowledge and skills by providing them with relevant information at the appropriate time;

(ii) upgrading the level of their general education and occupational qualifications by the use of specialists in adult vocational training, so that it may match that of better educated and trained young persons entering or already in the same occupation;

(iii) informing them at the appropriate time about facilities available for further training and carrying out such training at the appropriate moment, namely before the introduction of new working techniques and working methods;

(iv) making available to them, as appropriate, other positions in their own or in another occupation in which they can make use of their talents and experience, as far as possible, without loss of earnings;

(v) ensuring that they are not debarred from vocational training by unrealistic age limits for admission;

(vi) developing a vocational training methodology adapted to the needs of older workers;

(vii) taking all necessary measures for the provision of technically and pedagogically competent instructors, well prepared to carry out further training adapted to the special requirements of older workers;

(c) encouraging older workers to take advantage of the vocational guidance and vocational training facilities or opportunities for transfer which will help them to overcome their problems;

(d) educating the general public, and particularly vocational guidance and vocational training staff, the staff of employment and other relevant social services, employers and workers, on the adjustments in employment which older workers may need to make and on the desirability of supporting them in such adjustments.

(2) Measures should also as far as possible be taken to develop work methods, tools and equipment adapted to the special requirements of older workers and to provide training in their use.

C. Linguistic and other minority groups

51. Members of linguistic and other minority groups should be provided with vocational guidance which would inform them in their own language or in a language with which they are familiar, or if necessary through interpreters, of prevailing conditions and requirements in employment, of the rights and obligations of all concerned and of assistance available for solving their particular problems.

52. Special vocational training programmes should be provided as necessary for linguistic and other minorities. In the case of linguistic minorities such training should, if possible, be given in the vernacular and should, as appropriate, include language training.

D. Handicapped and disabled persons

53. (1) Whenever they can benefit by it, persons who are handicapped or disabled should have access to vocational guidance and vocational training programmes provided for the general population.

(2) Where this is not desirable owing to the severity of the nature of the handicap or disablement or the needs of specific groups of handicapped or disabled persons, specially adjusted programmes should be provided.

(3) Every effort should be made to educate the general public, employers and workers, as well as medical and paramedical personnel and social workers, on the need for giving persons who are handicapped or disabled vocational guidance and vocational training which would enable them to find employment suitable to their needs, on the adjustments in employment which some of them may require and on the desirability of special support for them in their employment.

(4) Measures should be taken to ensure, as far as possible, the integration or reintegration of the handicapped and the disabled into productive life in a normal working environment.

(5) Account should be taken of the Vocational Rehabilitation (Disabled) Recommendation, 1955.

VIII. PROMOTION OF EQUALITY OF OPPORTUNITY OF WOMEN AND MEN IN TRAINING AND EMPLOYMENT

54. (1) Measures should be taken to promote equality of opportunity of women and men in employment and in society as a whole.

(2) These measures should form an integral part of all economic, social and cultural measures taken by governments for improving the employment situation of women and should include, as far as possible

(a) educating the general public and in particular parents, teachers, vocational guidance and vocational training staff, the staff of employment and other social services, employers and workers, on the need for encouraging women and men to play an equal part in society and in the economy and for changing traditional attitudes regarding the work of women and men in the home and in working life;

(b) providing girls and women with vocational guidance on the same broad range of educational, vocational training and employment opportunities as boys and men, encouraging them to take full advantage of such opportunities and creating the conditions required for them to do so;

(c) promoting equality of access for girls and women to all streams of education and to vocational training for all types of occupations, including those which have been traditionally accessible only to boys and men, subject to the provisions of international labour conventions and recommendations;

(d) promoting further training for girls and women to ensure their personal development and advancement to skilled employment and posts of responsibility, and urging employers to provide them with the same opportunities of extending their work experience as offered to male workers with the same education and qualifications;

(e) providing day-care facilities and other services for children of different ages, in as far as possible, so that girls and women with family responsibilities have access to normal vocational training, as well as making special arrangements, for instance in the form of part-time or correspondence courses, vocational training programmes following a recurrent pattern or programmes using mass media;

(f) providing vocational training programmes for women above the normal age of entry into employment who wish to take up work for the first time or re-enter it after a period of absence.

55. Special vocational training arrangements and programmes, similar to those envisaged in clauses (e) and (f) of subparagraph (2) of Paragraph 54 of this Recommendation, should be available to men having analogous problems.

56. Account should be taken of the Employment Policy Convention and Recommendation, 1964, in the implementation of measures for the promotion of equality of opportunity of women and men in training and employment.

IX. MIGRANT WORKERS

57. Effective vocational guidance and vocational training should be provided for migrant workers, so that they will enjoy equality of opportunity in employment.

58. Vocational guidance and vocational training for migrant workers should take into account that they may have a limited knowledge of the language of the country of employment. Paragraphs 51 and 52 of this Recommendation should be applied to them.

59. Vocational guidance and vocational training of migrant workers should take account of

(a) the needs of the country of employment;

(b) the possible reintegration of migrant workers into the economy of their country of origin.

60. Account should be taken, as regards vocational guidance and vocational training for migrant workers, of the relevant provisions of international labour conventions and recommendations concerned with such workers. These questions should be the subject of agreements between countries of origin and countries of employment.

X. TRAINING OF STAFF FOR VOCATIONAL GUIDANCE AND VOCATIONAL TRAINING ACTIVITIES

61. Provision for the training of staff should cover all persons responsible, either full-time or part time for planning, organising, administering, developing, supervising or giving vocational guidance or vocational training.

62. (1) In addition to receiving training in vocational guidance, including individual counseling, persons giving vocational guidance should be familiarised with the world of work generally and with the conditions of work and functions of persons engaged in a broad range of occupations at all levels of skill and responsibility, as well as with the employment and career opportunities in these occupations and with the training courses and training facilities available for them; they should also be acquainted with general aspects of collective agreements and of rights and obligations under labour law.

(2) The training of persons giving vocational guidance should as appropriate include study of the physiological, psychological and sociological characteristics of different groups and of specialised guidance methods.

63. (1) Persons engaged in giving vocational training should have comprehensive theoretical and practical knowledge as well as substantial work experience in the technical field or functions concerned, together with technical and pedagogical training acquired in educational and training institutions.

(2) The training of such persons should, as appropriate, include study of the various characteristics and attitudes of different groups of trainees and of specialised training methods.

64. (1) Persons engaged in vocational training for particular branches of economic activity should be familiarised with the social, economic and technical aspects and conditions of the particular branch of economic activity concerned.

(2) In addition to technical and vocational education and vocational training in their speciality, persons engaged in rural development activities should receive training in such fields as

(a) the economics of agriculture, forestry and other rural activities;

(b) methods and techniques of farm and forest management;

(c) rural sociology and institutions;

(d) mass communication and extension training techniques;

(e) the activities of co-operatives where such exist.

65. Persons engaged in vocational guidance and vocational training activities for particular groups of the population should be familiarised with the special social and economic problems of these groups.

66. (1) Persons responsible for planning, organising, administering or supervising vocational guidance or vocational training programmes, including directors and managers of vocational guidance or vocational training institutions or services, training directors and officers of undertakings, and vocational guidance and vocational training consultants, should have had experience of giving vocational guidance or vocational training respectively.

(2) Wherever possible, persons with such responsibilities in regard to vocational training programmes should have had experience of work in undertakings on other than vocational training duties.

67. All persons engaged in vocational training activities should be given frequent opportunities of refreshing and updating their knowledge of social, economic, technical and psychological elements relevant to their line of work and of learning about new methods and techniques applicable to their work.

XI. RESEARCH

68. Members should make provision for research and experimental programmes designed with a view to

(a) determining criteria for setting priorities and establishing strategies for the development of vocational guidance and vocational training for particular branches of economic activity and groups of the population;

(b) determining and forecasting employment opportunities in the various branches of economic activity and occupations;

(c) increasing knowledge of the psychological, sociological and pedagogical aspects of vocational guidance and vocational training;

(d) evaluating the internal efficiency and external effectiveness of individual components of the systems of vocational guidance and vocational training;

(e) determining the direct and indirect costs and benefits of alternative patterns and methods of providing vocational guidance and vocational training;

(f) improving, for the population concerned, the psychological tests and other methods used for the identification of talent, the appraisal of aptitudes and interests, and the assessment of levels of knowledge and skill attained through vocational training;

(g) increasing available information on occupations and their requirements.

XII. ADMINISTRATIVE ASPECTS AND REPRESENTATIVE BODIES

69. (1) Public authorities and bodies concerned with general education and with vocational guidance, technical and vocational education, vocational training, training of staff for human resources development policies, and bodies representative of the various branches of economic activity and occupations, and of the various groups of the population concerned, should collaborate in establishing policies, and in planning and implementing programmes for vocational guidance and vocational training.

(2) Representatives of employers' and workers' organisations should be included in the bodies responsible for governing publicly operated training institutions and for supervising their operation; where such bodies do not exist, representatives of employers' and workers' organisations should in other ways participate in the setting up, management and supervision of such institutions.

70. In additon to participating in the establishment of policy and the planning and implementation of programmes, representative bodies should, subject to national laws and regulations and within the framework of national planning

(a) encourage and assist their members to

  (i) provide opportunities and facilities for vocational guidance and vocational training;
  (ii) support the provision of such opportunities and facilities;
  (iii) make full use of them;

(b) provide vocational guidance and vocational training as necessary to complement the action of other bodies, services or persons and provide information which will facilitate such action;

(c) participate in research.

71. The respective roles and responsibilities of all those concerned with the development of human resources should be clearly defined.

72. In administering programmes of vocational guidance and vocational training, provision should be made for

(a) advising the bodies, services, institutions and undertakings concerned on the social, technical and methodological aspects involved in the implementation of the programmes;

(b) furnishing supporting services and facilities such as research, standards and guidelines for the organisation of vocational guidance and vocational training, audio-visual aids and information on appropriate techiques and methods;

(c) organising publicly controlled examinations or applying other means of assessing achievement for occupations covered by vocational training standards;

(d) training of staff;

(e) making available research findings and other experience to persons or bodies responsible for planning and implementing the programmes;

(f) providing adequate financial support for implementing the programmes.

XIII. PERIODICAL REVIEWS

73. Members should periodically review programmes of vocational guidance and vocational training with a view to

(a) achieving the best use of staff, facilities and media;

(b) adjusting the organisation, content and methods of vocational guidance and vocational training in the light of changing conditions and requirements in the various branches of economic activity and the needs of particular groups of the population, as well as in the light of advances in relevant knowledge;

(c) determining other action which may be required for the effectiveness of national policies for the furtherance of the goals referred to in Paragraphs 4 to 6 of this Recommendation.

XIV. INTERNATIONAL CO-OPERATION

74. Members should co-operate with each other to the fullest extent possible, with the participation, as desired, of governmental and non-governmental regional and international organisations, as well as non-governmental national organisations in planning, elaborating and implementing programmes of vocational guidance and vocational training.

75. Such co-operation may include

(a) the provision, on a bilateral or multilateral basis, of assistance to other countries in the planning, elaboration or implementation of such programmes;

(b) the organisation of joint research and experiments with a view to improving the efficiency and effectiveness of the planning and implementation of programmes;

(c) making facilities available or establishing joint facilities to enable persons concerned with vocational guidance and vocational training to acquire knowledge, skill and experience which are not available in their own countries;

(d) the systematic exchange of information on vocational guidance and vocational training, including the results of research and experimental programmes, by means of expert meetings, seminars, study groups or exchange of publications;

(e) the progressive harmonisation of vocational training standards for the same occupation within a group of countries with a view to facilitating occupational mobility and access to training abroad;

(f) the preparation and dissemination of basic vocational guidance and vocational training material and aids, including curricula and job specifications, with a view to their use in a group of countries or a region with similar requirements or working towards the harmonisation of vocational training levels and of vocational guidance practices.

76. Members should consider establishing or contributing to the joint establishment or operation of centres for a region or group of countries to facilitate exchange of experience and promote co-operation in programme development and methodological research.

XV. EFFECT ON EARLIER RECOMMENDATIONS

77. (1) This Recommendation supersedes the Vocational Guidance Recommendation, 1949, the Vocational Training (Agriculture) Recommendation, 1956, and the Vocational Training Recommendation, 1962.

(2) The Vocational Rehabilitation (Disabled) Recommendation, 1955, the Vocational Training (Fisherman) Recommendation, 1966,[1] the Special Youth Schemes Recommendation, 1970,[2] and the Vocational Training (Seafarers) Recommendation, 1970,[3] remain applicable to the categories of persons covered by their terms.

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[1] See under: XIV. Particular occupational sectors, *(b) Fishermen* below.

[2] See under: II. Employment, *(a) Employment policy above.*

[3] *See under: XIV. Particular occupational sectors, (a) Seafarers, Training below*

See also the Vocational Education (Building) Recommendation, 1937 (No. 46), reproduced under *Occupational safety and health - Building industry* below.

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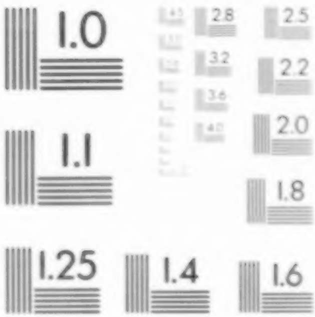
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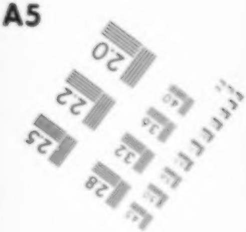
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INSTRUMENTS NOT REPRODUCED

Vocational Training (Agriculture) Recommendation, 1921, (No.15) (RP3rd Session, 1921, p.839; *OB* Vol. IV (1921), P.493).

Vocational training Recommendation, 1939 (No.57) (*RP* 25th Session, 1939, p.594; *OB* Vol.XXIV (1939), p.41).

Apprenticeship Recommendation, 1939 (No.60) (*RP* 25th Session, 1939, p.620; *OB* Vol.XXIV (1939), p.65)

Vocational Guidance Recommendation, 1949 (No. 87) (*RP* 32nd Session, 1949, p.836; *OB*Vol. XXXII (1949), P.184).

Vocational training (Adults) Recommendation, 1950 (No.88) *RP* 33rd Session, 1950, p.586; *OB* Vol.XXXVIII (1950),p.45).

Vocational Training (Agriculture) Recommendation, 1956 (No.101) (*RP* 39th Session, 1956, P.760; *OB* Vol. XXXIX (1956), p.45).

Vocational Training Recommendation, 1962 (No. 117) (*RP* 46th Session, 1962, p.864; *OB* Vol.XIV No. 3, Suppl.1(1962),p.17)